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ABSTRACT

Projects that aim at meeting the educational needs of a community and also at creating a framework within which the overall social needs of the community can be taken into account have been the subject of detailed case studies, each devoted to a given country. In addition, these individual studies have served as a basis for a further analysis aimed at identifying common problems and at proposing strategies for action. The texts brought together in the present volume concern England and Australia. Three reports are devoted to the English experience. The first, "Facilities for Education and Other Public Purposes in England and Wales," constitutes a substantive introduction that examines, among other things, the different forms that facilities coordination takes in England. Two particular cases are then described. The first, "Yateley School and Community Centre," reflects a situation frequently encountered in which coordination develops empirically with the facilities and the use made of them. The second, "Crewe Central Area Project," illustrates a new approach to coordination in the form of a network of facilities combining old and new buildings as part of the renovation of an old town center. The descriptive paper "Recent Developments in Australia" describes the present situation regarding coordination of school and community facilities, then gives some specific examples. (Author/MLF)

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- to facilitate the exchange of information and experience on aspects of educational building judged to be important by participating Member countries;
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PREFACE

In recent years a number of industrialised countries have developed projects which in one way or another associate school buildings with community facilities designed for different functions or uses. Thus, school and non-school activities are accommodated within the same physical setting, implying relations of inter-dependence between the agencies and institutions responsible for the various activities. The countries participating in the Programme on Educational Building (PEB) decided therefore that the scope and significance of these experiences, which seem far more important than might be inferred from their limited number, called for closer analysis and clarification.

The PEB study on Co-ordination of School and Community Facilities consequently began by examining the why's and how's of projects which aim not only at meeting the educational needs of a community but also at creating a framework within which the overall social needs of the community can be taken into account. A certain number of concrete examples of co-ordinated facilities projects, drawn from various countries, were examined and most of these have been the subject of detailed case studies which are published in four separate volumes, each devoted to a given country (England/Australia, France, Sweden and the United States).

In addition, these individual studies have served as a basis for a further analysis which aimed at identifying common problems likely to be of interest to those concerned in Member countries, and at proposing strategies for action. This second phase of the study led to the preparation of a Synthesis based on the findings of the case studies and to the organisation of a Symposium on School and Community Building in Relation to Urban Dynamics held at Skokloster, Sweden, from 27th September to 1st October, 1976. The report on the latter is published together with the Synthesis in a separate volume under the title, Building for School and Community: I. Policies and Strategies.

The texts brought together in the present volume concern England and Australia. If these two countries have been grouped together in the same volume it is essentially because of the community of ideas which exists between them but also for practical reasons. Although no case study had been undertaken in Australia, it was felt that the Australian experience in this field was of particular interest to an international audience. Therefore, even if the material gathered was insufficient to justify a separate volume it was adequate enough to serve as the basis for a descriptive paper, "Recent Developments in Australia" by Mr. Tim McMullen, a consultant to OECD. This was prepared and first presented at the Skokloster Symposium. It was subsequently revised by the Australian authorities with a view to its publication in the present volume.

The Australian paper is preceded by three reports devoted to the English experience. The first, prepared by Mr. Barry Willcock, member of Her Majesty's Inspectorate, and entitled "Facilities for Education and Other Public Purposes in England and Wales" constitutes a substantive introduction without which the information contained in the succeeding two reports would seem incomplete. The English experience in this field, which is based on a long tradition of autonomous local authorities, is likewise diversified and the introductory report examines, among other things, the different forms which facilities co-ordination take in England.

Two particular cases are then described. The first concerns "Yateley School and Community Centre" which is dealt with in considerable detail. The author of this report is Mr. Guy Hawkins, architect to the County Council of Essex Architects' Department. The second deals with "Crewe Central Area Project", the description of which is a condensed edited version of a report presented by the Department of Education and Science (DES) at the Skokloster Symposium and of an article issued in the Architects' Journal 12 October 1977 and later reproduced by the DES as Design Note 15.

These projects illustrate two extreme trends. One reflects a situation frequently encountered in which co-ordination develops empirically with the facilities and the use made of them while the other illustrates a new approach to co-ordination in the form of a network of facilities combining old and new buildings as part of the renovation of an old town centre.

The views expressed in these reports are those of the authors and do not commit the OECD or the national authorities concerned.

FACILITIES FOR EDUCATION AND OTHER PUBLIC PURPOSES IN ENGLAND AND WALES

by
BARRY WILLCOCK
Her Majesty's Inspector
Department of Education and Science
London

INSTITUTIONAL FRAMEWORK

1. Responsibility for the provision of educational facilities, other than universities and a limited number of other establishments, in the United Kingdom generally rests with local authorities, within guidelines and policies laid down by central government. In England, the Department of Education and Science, among its other responsibilities, determines the allocation of money for school building programmes, following submissions from local authorities, administers building regulations and approves expenditure, and provides a service of design development and advice. Parallel responsibilities are exercised in Wales by the Welsh Office, and for Scotland and Northern Ireland (with some differences in each case) by the Scottish Office and the Ministry of Education for Northern Ireland respectively. On certain issues which are part of the policy of the government, the Department has the responsibility of working with local authorities to secure the implementation of policy, while other matters are the subject of advice circulars to local authorities, who may choose to follow the advice or not. The provision of co-ordinated facilities for educational and public use is a matter for local authority decision, though in recent years there have been a number of circulars encouraging such practice, and some development projects undertaken by the Architects and Buildings Branch of the Department of Education and Science (see below) have explored some of the design implications of such provision, and have resulted in further guidance to local authorities.

2. The structure of local government in England and Wales was reorganised in 1974 to provide 97 local education authorities in England and eight in Wales. There are two forms of local authority in England: county authorities and metropolitan authorities. Those in Wales are county authorities.

i) County Authorities. Within the county authorities, local government is broadly divided into two sections; matters which are administered by the county council, and those which are more local in impact and are administered by a number of district councils. The former exercises direct responsibility for education and the social services, the latter for recreational amenities. Some county councils also have committees with a co-ordinating responsibility for recreational matters, but the district council is the providing agency. Within county authorities, there are also parish or town councils, which have the power to precept from the district council for the provision of recreational or cultural amenities within their areas. In county authorities, the majority of joint-provision projects of educational and other facilities have come about as a result of a partnership between the county council, acting as the education authority through its education committee, and a district council and/or a parish or town council.

ii) Metropolitan Authorities. In the major conurbations, the functions which in county authorities are exercised by the county council are divided between the metropolitan county and a number of metropolitan boroughs (or district authorities) which comprise the metropolitan county. In general, functions exercised by the county are those with a regional significance, such as transport and roads, fire and police services and consumer protection, while those exercised by the metropolitan boroughs include social services, recreation and amenities, housing and education. The metropolitan borough is the rating authority, and county services are provided by a county precept on the borough rate.

3. In both forms of local authority, it is the practice for there to be governing bodies for secondary schools and managing bodies for primary schools, consisting of members appointed by the local authority education committee together with provision for representatives of the immediate locality served by the school. Many authorities also now make provision for teacher members and parent members of governing and managing bodies; where there is joint provision of facilities, it is usual for the management committees responsible for these additional facilities also to be represented on the governing body.

4. Health services are administered by area health authorities, themselves responsible to regional health authorities and ultimately to the Department of Health and Social Security. The boundaries of the area health authorities in general correspond with those of local government, and there is

provision within these for district committees to ensure local participation in the administration of community health services.

5. The majority of co-ordinated provisions of educational and other public facilities to date have involved the establishment of partnerships between the local education authority and the local authority recreation committee or the district council. Establishing such a project involves the formation of an agreement between the partners concerned, and it is most frequently the case that the particular partnership exists only for one project. The determination of the nature of the project, the financial contribution of the various partners, and the arrangements for ongoing management and administration of the project are matters for local negotiation between the bodies concerned. Some education authorities which have acquired considerable experience over the years in such projects now undertake long-term feasibility studies in an attempt to ensure that an overall pattern of provision offering a wide range of opportunities between localities is followed.

6. In addition to their own internal resources and the availability of advice from the departments of central government, local authorities can be assisted in making co-ordinated facilities provision by regional sports councils and regional arts councils, each of which are supported by grants from central government. Assistance may take either a financial form, or may be purely advisory, particularly in terms of advice to ensure that a sensible pattern of regional provision is made. Regional councils have also in some areas been instrumental in drawing to the attention of local authorities both needs for facilities and the possibilities of co-ordinated provision ventures.

MOTIVATIONS

7. Co-ordination of school and community facilities in England and Wales has grown within a wider context of concerns to build or rebuild a sense of community which many believe has disappeared as a result of inincreasing urbanisation and accompanying changes in living patterns. The search for ways of preserving or re-creating a community awareness in changing social and economic conditions was a feature of much social planning in the earlier part of this century, and underlay the building of garden cities and planned housing estates, sometimes called 'model villages', while more recently there were attempts in the design of blocks of flats in urban renewal schemes to establish physical conditions to permit the continuation of patterns of relationship and interactions between

people which were thought to be characteristic of the 'street' patterns of life in some industrial towns. In post-war years, the development of community associations and centres was paralleled in rural areas by the building of village halls. In more recent years, a number of factors can be indentified as influential.

Educational Changes

8. The re-organisation of secondary schools with, in many areas, the consequent provision of comprehensive schools(1) to serve neighbourhoods, has contributed to a view of the school as both influenced by and serving its local community. The number of comprehensive schools has increased since 1964 from 195 to more than 2 000, out of a total of some 5 000 secondary schools in England and Wales, and the prospects are for a substantial increase in the number of comprehensive schools in the next few years. During the same period of time, a growing volume of research and publication has drawn attention to ways in which the child's performance in school is influenced by factors in his life other than school, and the especial importance of influences within the home. This has led to increasing awareness of the importance of developing home/school relationships as part of an attempt to improve the educational opportunities available to children and in a number of instances, at both primary and secondary school level, schools have sought to develop contacts both formal and informal with parents, and this has led to the establishment of wider community contacts and increased community use of school buildings and facilities.

9. Accompanying these changes have been developments in the concept of the purpose and nature of education as seen by many schools. Successive national reports on education have emphasised the commitment of education to social and emotional as well as intellectual development and the desirability of schools seeking closer contacts with their communities and developing ways of making use of community resources in their programmes,

1) Schools catering for pupils of all levels of ability

and a number of both national and local curriculum development projects have included this approach in various ways.(1)

10. Changes in the school curriculum have been reflected in the types of accommodation provided in new school buildings, and many of these have contributed to the demand for use of school facilities by the community and have also created possibilities for different forms of community use. The widening of the curriculum to include opportunities in the visual and creative subjects has resulted in extensive provision, particularly in secondary school buildings, of accommodation for drama, music, art and workshop activities. The trend towards the provision of sports halls in secondary schools has similarly enabled the expansion of sporting activities possible in many areas. These developments have led to an extension of courses for adults in these activities to meet a demand which may have been kindled by their recent school experience or by a long-unfulfilled wish to undertake these pursuits. Equally, the move towards the provision of physical facilities of a more informal nature, thought to be more appropriate to the needs and status of older pupils in secondary schools, has encouraged other forms of participation by adults. Common rooms and informal teaching areas, often associated with refreshment facilities of the coffee or snack bar kind, intended primarily for the use of older pupils, have proved attractive additions to the resources available for adult use of school buildings.

11. In the same way changes in the school curriculum have influenced the physical provision made in new school building, and this in turn has widened the opportunities and the demand for community use of these facilities. There have also been instances of the school making use of community facilities with consequent effects on the school curriculum. Access to a swimming pool modifies the physical education curriculum, the proximity of a public library may influence the approach in the school to patterns of individual study. Schools have made use of many such facilities, and as a result of this there has often grown up from the schools' side a

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1) Periodically, the Secretary of State for Education and Science establishes committees to investigate and report on aspects of educational provision of national importance. Membership of these committees includes people of a wide range of experience both within the field of education and from other fields. The reports produced as a result of inquiries made by these committees are published and frequently are of considerable importance in influencing government policy as well as practice within the education service. Two reports which played an important part in the development of school/community relationships were the Newsom Report, Half Our Future, which dealt with the education of pupils aged 13 to 16 of average and less than average ability, published in 1963, and the Plowden Report, Children and Their Primary Schools, published in 1967.

desire to integrate such facilities, where possible, into the design of school buildings.

12. New forms of accommodation can in themselves generate new patterns of activity and demand. A widening of the range of sports activities within the school curriculum may lead to an eventual demand for more use of facilities by ex-pupils in the area as well as to the need to provide more facilities to meet this demand.

13. Developments in schools have been paralleled by the growth of a concern about community education and the need to provide opportunities for continuing education in many forms for both young people and adults, including recurrent opportunities for people to resume their education at any stage in life. There has been an increasing demand for part-time adult education, particularly in non-vocational adult education, and in 1973 some 1½ million students were attending classes in evening sessions, the large majority of which were housed in school buildings, both primary and secondary. Some secondary schools have offered opportunities for adults to join classes alongside school pupils, and, although as yet the number of adults taking advantage of this is not large, it appears to be increasing. A corollary of this has been a widening of opportunities for older school pupils to join evening classes provided primarily for adults. Adult education has increasingly tended to develop away from the formal evening institute and is now seen as part of a wider concern for the general educational, social and recreational needs of the community. Particularly since local government re-organisation in 1974, many local education authorities have established community education services, embracing responsibility for adult and further education and for youth service work.

14. Both adult education and the youth service have for many years made use of school buildings out of school hours on a shared use basis. In recent years, however, the growing recognition that these can gain from working in close partnership has led to a more systematic approach to the design of buildings for these purposes. Particularly in secondary school buildings, it has become common practice to provide youth wings and adult common rooms to facilitate the use of the total resources of the building for a wider range of purposes. In many authorities, this practice was accompanied by the appointment of youth tutors, adult education tutors or, more recently, community education staff to the staffs of schools having such facilities, partly to improve the working liaison between the school and other users. Some local authorities made a close working integration of these aspects of educational provision a feature of their development

plans. These practices received encouragement in reports on the future of the youth service(1) and on developments in adult education.(2)

Social and Environmental Factors

15. The prevalence of concern about 'community education' today may or may not be an indication that the needs of communities are greater than previously. This growth of concern springs equally from enhanced social aspirations and targets. A belief that to enable a wider range of individuals and groups to use school facilities will bring with it social and educational benefits to the community as a whole as well as to the school and its pupils has been responsible for much development in this field. Schools as buildings have for long been used to serve a range of community purposes. Since their establishment in the nineteenth century, voluntary church schools housed many parish activities and in some, parish rooms were built as integral parts of the building. Often providing the only room large enough to hold a public meeting, the school building has frequently served as one centre for community life. The work of Henry Morris in developing village colleges in Cambridgeshire in the inter-war years was motivated as much by a vision of the potential contribution which educational buildings could make to revitalising rural society as by educational factors. Since then a community role for education and for the part played by educational facilities has been identified in many social changes. Greater mobility of population, urban renewal programmes, new town developments, changes in the pattern of family life, increasing leisure and the need to develop new ways of providing opportunities and means for fellowship and support of the individual within what is often pictured as an increasingly anonymous society - all have provided a stimulus for the development of a community role for education.

16. In recent years there has been a marked increase in concern about facilities for public leisure, particularly sporting facilities. This has received support both regionally and nationally through such bodies as the Sports Council, and government encouragement has been given to schemes designed to improve facilities. In other fields the Arts Council has encouraged the development of provision for music, drama and the arts. In

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1) The Albemarle Report, The Youth Service and its Future, Youth Service Development Council, 1964.
Youth and Community Work in the Seventies, Youth Service Development Council, 1969.

2) Adult Education: a Plan for Development, Department of Education and Science, London, 1973.

both cases there has been an increasing trend to encourage the use of existing school facilities for these purposes and, where new or extension building is planned, to support partnerships in joint provision between the education service and other departments of local government and sometimes voluntary bodies to enable facilities to be provided in areas where they would not otherwise exist. An important part of the motivation towards this has been the economic attraction of making maximum use of facilities, but generally these developments have been seen as contributing to the improvement of the quality of life of people in the areas affected.

17. The use of school facilities for community purposes has been seen to have a special relevance for areas faced with particular social problems. Re-housing schemes in many large cities have led to the creation of large estates on the edge of cities, bringing about major changes in the way of life of large numbers of people Many of these estates have tended to be isolated physically from the cities to which they belong, and often they become cultural deserts with no obvious heart or centre. To meet the need for a focus of some kind to encourage the growth of a community feeling and a sense of community participation, school buildings have frequently been used, and in some cases designed for use, as community centres. In some instances, other public facilities such as libraries, medical centres, old peoples' centres and facilities for pre-school play areas have been built alongside school buildings to serve a similar purpose. Government sponsored projects of action research to discover ways of meeting the needs of more severely disadvantaged areas have also included a community role for the school. (1)

18. In many new town developments, facilities which can be used as centres for community life and enable the growth of a wide range of activities have been provided by linking educational facilities with other resources.

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1) In particular, two projects in recent years. These are the Home Office sponsored Community Development Projects, and the Educational Priority Area research projects, sponsored by the Department of Education and Science, and the Social Science Research Council, the latter arising from a recommendation of the Plowden Report. In both cases reports have been published including recommendations to local authorities for further action which might be taken, on which some authorities have acted.

Economic Factors

19. These social and educational motivations have coincided with economic arguments supporting the view that educational buildings and facilities, which represent considerable public investment, should be used as fully as possible. In the case of new or extension building, the prospect of gaining facilities which would otherwise not have been possible has encouraged joint provision and partnerships between local education authorities and district councils in such ventures as the building of joint school/public swimming pools have occurred in many areas in the last twenty years. There are a number of economic attractions in such joint-provision ventures, and different aspects of these have been emphasised according to the particular needs of different areas. The majority of the early joint provision ventures occured in rural and semi-rural areas, where the opportunity of new school building was taken to provide facilities locally which were previously only available if people travelled to the nearest town. The most common early examples were swimming pools, provided by merging the capital investment of one physical education space from the school building with a similar or larger amount of money invested by a district council, sometimes supplemented by locally raised money. Public libraries, and theatre/concert halls were built in a similar way. Following these early developments, the focus of attention shifted to the provision of other sports facilities and in this both rural and urban areas were affected. To the attraction of pooled capital investment in building, the advantages of shared site costs were added and these were particularly significant in urban areas where the availability of suitable sites reinforced the arguments for maximum utilisation. Since then, the more ambitious joint provision projects have tended to be in developing disadvantaged inner city areas and in new town developments, where factors of siting and of maximum return for capital investment have been seen as important.

Sources of Motivation

20. In the majority of cases, the impetus for developing co-ordinated facilities projects has been local, subject to increasing encouragement by central government and other bodies with a particular interest in developing facilities available for public use. The encouraging of a wider public use of educational facilities has been the subject of successive

government circulars of advice to local authorities since the early 1960's,(1) and in particular these documents have drawn attention to the social and economic advantages of co-ordinated facilities provision. In the majority of cases, the occasion to make such provision has been the need and opportunity to extend or build a school, and the initiative has therefore been taken by the education authority responsible. A number of local education authorities now make it a regular practice to notify district and parish councils of forthcoming building projects in their areas, together with an invitation to consider the possibility of some co-ordinated facilities provision linked with this. There are few examples of cases where the nature of the facilities to be provided in this way have been decided in response to 'popular' expressions of needs, as opposed to those expressed by local councils, and where this has occurred it has usually been in situations where an existing school, which had already developed close contacts with its community and where a tradition of public use of school facilities was already established, was to be extended. In these cases it has sometimes been possible to consult local opinion directly about the kind of facilities which should be provided, and this has sometimes led to different provision being made from that which was originally envisaged. For example, in one relatively prosperous suburban area an original proposal to build a sports centre was modified as a result of such a local opinion survey which revealed that what the majority of the people in the area felt was wanted was good premises for housing pre-school play groups, associated with facilities which might be used in the day time for discussion and activity groups for young mothers.

21. In a number of instances, the responsibility for initiating particular projects can be traced to individuals or groups of individuals in localities who have generated local support for developments and persuaded local authorities to undertake co-ordinated facilities projects. These are sometimes people professionally concerned, at other times elected members of local councils.

22. In general, there has been little regional co-ordination of such projects, though organisations such as regional sports councils have seen it as part of their function to encourage local authorities to consider projects and have advised on the kinds of facilities felt necessary to complement others available in the region, and sometimes regional and national organisations with particular interests in the development of facilities

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1) "The Provision of Facilities for Sport", Joint Circular, 1963 and 1964, Ministry of Housing and Local Government and Department of Education and Science.

"The Chance to Share", Department of Education and Science, 1970.

"The Provision of Facilities for Sport", Department of the Environment, 1975.

related to the activity whose interests they represent have made financial grants to supplement school building programme money and other local authority investment.(1)

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1) Local Government Finance Methods

Any brief explanation of local government finance must inevitably be subject to a degree of over-simplification, and the main features selected for this footnote are those relevant to capital projects, mainly in terms of facilities provision. It should also be noted that certain aspects of local government finance are currently the subject of a committee of inquiry (the Layfield Committee), whose terms of reference include a consideration of methods of local sources of local government income.

Rates. These are the main sources of local government income for revenue purposes. They are annually determined by the local authority and are related to the value of property, both domestic and industrial, within the authority.

Capital spending. Capital for school building is found from loans raised by local authorities within limits of authorisation set by central government for that specific purpose. This authorisation is made in the annual school building programme, formed by the DES following submissions from local authorities. The main criterion for inclusion of projects in the building programme at present is the need to provide additional school places to meet population growth in areas, though from time to time other factors, such as the replacement of old and/or sub-standard buildings, are provided for. In addition, in special circumstances programmes may be made available for other specific purposes, such as the improvement of facilities to meet the requirements of school re-organisation. Capital investment for other local authority services, such as libraries, youth service provision, recreational facilities, is made available in a similar fashion, except that central government loan approval is given for the full range of these services, and each authority decides within the limit of this approval the allocation to each individual service. This area of spending is known as the 'locally determined sector'.

Special programmes. To support additional projects, particularly in areas of disadvantage, allocations of money to authorities are made from time to time by various government departments. Usually these programmes have clearly indicated priorities, and local authorities submit projects for consideration. For a number of years, 'Urban Aid' programmes have been operated in this way, designed primarily to finance small scale projects which local authorities identify as likely to make a significant contribution to the improvement of facilities or services in disadvantaged areas. The local authority provides 20 per cent of the cost of such projects as are approved, the other 80 per cent being central government grant. Loan charges for capital projects are met by local authorities from their rate income.

Rate support grant. To supplement rate income for local authorities, partly to enable them to meet increasing costs due to new legislation, pay settlements,etc., and partly to enable authorities to maintain a basic level of services while controlling overall expenditure, central government makes an annual grant to support rate income.

Precepts. Local authorities which are not themselves rating authorities, such as district or town councils, or, in the case of the metropolitan authorities, the county council, precept for the money which is needed to maintain in the services for which they are directly responsible on the rating authority.

23. One feature of local government re-organisation in 1974 has been the development of corporate management structures, reflecting an awareness of a need for local authorities to plan their services on a carefully integrated basis to ensure, as far as possible, services complement each other, unnecessary duplication is avoided, and forward planning of service provision can be correlated more effectively.

24. New town developments have given opportunities for planning co-ordinated facilities on a scale rarely possible in other contexts, and the linking of other facilities with those of a school to provide more effectively for a wider range of needs has featured prominently in most new towns. The catchment area of a primary school has often been used as the basic planning unit, with other facilities such as health clinics, branch libraries, etc., being designed and located to serve the same area, more extensive use facilities and more specialised provision often being related to the area served by a secondary school. Here the motivatior has usually come from the new town development corporation, (1) which has often initiated participation in the provision of co-ordinated facilities and secured the co-operation of the local education authority and the district councils concerned.

OBJECTIVES

25. The variations in motivation are reflected in the many different forms of provision and use of co-ordinated facilities in England and Wales. In some instances these are seen as primarily economic, the securing of maximum utilisation of facilities, while in others the main benefits seen have been educational and social.

26. Moreover, the experience of those responsible for operating some co-ordinated facilities projects indicates that the various partners to such

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1) New town development corporations are special authorities set up by central government to facilitate the co-ordination of development in areas designated as new towns. They are not responsible for the provision of education or other social services, which remain with the existing local authorities in each case.

a provision can differ from each other in their interpretation of the purpose which it is intended to serve, in particular about the order of priority to be accorded to different groups of objectives.

27. Statements of objectives made for such developments by those responsible for them often distinguish between the particular objectives of the services and facilities represented in the total project, which may be little different from those which would apply in the provision of these services in a separate form, and the objectives and possibilities which may be attained specifically as a result of the integration. The former may be more attainable,or may be attainable in a somewhat different form, as a result of being pursued as part of an integrated provision, while the latter are seen as the direct products of co-ordination.

28. One group of objectives is concerned with the education of pupils in the school. By building the school as part of co-ordinated facilities provision, curricular developments can be related to the wider aspects of the life of the community, more extensive use can be made of community resources to supplement those within the school in order to give more realism to pupils' learning, and a more informed understanding of the work of the school can be created within the community. In particular, relationships between school and parents can be pursued more effectively when those parents are likely to be making use of facilities in the school frequently, thus creating more opportunities for parents and teachers to meet in a variety of contexts.

29. A second group of objectives are related to community education. By linking this with other community provision, the knowledge of opportunities to continue or resume education or to pursue interests at any stage in life is more widely known. Programmes can be more extensive, people who might otherwise not seek opportunities for further education may be attracted to do so, opportunities to develop new forms of education in response to the expressed wishes of the people concerned are sought, and the establishment of ways in which people can participate in organising opportunities and activities for themselves is felt important.

30. The kind of benefits which are hoped for in terms of community well-being vary according to the nature of the community. In areas believed to be disadvantaged or faced with particular problems, a community development role is emphasised, with an emphasis on developing communications between people in the area and developing programmes and activities designed to alleviate the identified problems. In other areas objectives may include serving as a cultural centre, both promoting and encouraging local activities and periodically organising exhibitions, concerts and perform-

ances designed to bring work of regional and national importance into the locality.

31. In addition to objectives associated with the particular services and functions which combine in the co-ordinated service project, objectives arising from inter-relationship of services are frequently emphasised. The importance attached to these and the interpretation of them varies between particular projects, and indeed the perception of the desirability of these may be confined initially to only some of the contributing services. One objective which has been identified is the desirability of providing opportunities for families to take part in recreational activities together, in the belief that this can strengthen the family as a social unit. In other situations, the need to create opportunities in which young people and adults can share interests in common in order to improve communication between generations has been identified as a major objective. In some more recent and extensive developments, the desirability of making educational opportunities as accessible as possible and of avoiding any unnecessary separation of these activities from other aspects of life in the locality has lead to planning these facilities in close proximity with shops and residential accommodation.

FORMS OF CO-ORDINATED FACILITIES PROVISION

Related to Primary Schools

32. Many primary schools have been built with youth service and/or adult education 'wings' attached. This has been particularly so in rural areas where travelling distances made it desirable to locate these facilities as close to the people for whom they were intended as possible. In the majority of these instances, there is no operational relationship between the school and the other services, the main purpose of the additional accommodation being to make dual but separate use of the facilities easier. Some local authorities, notably Cambridgeshire and Leicestershire, have more recently developed a closer working liaison of these services with the primary schools on which they are based. Others, particularly those faced with problems of disadvantage in inner city areas, have focussed attention on the development of informal programmes of parent education and on involving parents more closely in the work of the school, and to this end some authorities have provided parent rooms for a number of primary schools, either by providing additional accommodation for this purpose or

by modest conversion of space already available in the building. Grants from 'Urban Aid' programmes and other sources, often charitable foundations, have been made to some authorities for this purpose and for the construction of family centres, etc. Various forms of joint provision of facilities are found in a number of areas related to primary schools. Joint school/public branch libraries in rural areas (notably Cumbria and Cheshire) community centres attached to primary schools (Oldham, Rochdale, Cheshire, Sheffield), sports facilities (Walsall) and joint school and open use play areas are examples of these, and in addition there are a number of swimming pools which are open to children from the area outside school hours. More recent developments include the building of health clinic facilities adjacent to primary schools in some areas (Sheffield).

Secondary Schools - the Integration of Educational Services

33. A considerable number of secondary schools have youth wings and adult education wings built on to them to provide a special base for the voluntary users available during the day time from which they can make use of the general facilities of the school when these are available, such as gymnasia, workshops, classrooms and hall. Some local education authorities have also adopted policies of appointing youth tutors, adult education tutors or community tutors to the staff of schools which have these additional facilities, partly to improve the working liaison between the school and other users. Other authorities, notably Cambridgeshire, Devon and Leicestershire, made a close integration of these aspects of educational provision a feature of their development plan. In some instances opportunities are made available for adults to join classes alongside pupils during the school day, and it is common to find that older pupils work alongside adults in classes during evening sessions.

Community Schools and Community Colleges

34. These terms are being used with increasing frequency to describe educational institutions which are being developed to serve a wider range of roles than those normally associated with a school. They are not official designations, and what is called a community school by one local education authority is not necessarily so called by another. There are examples of all the forms of co-ordinated provision of facilities outlined above being described as community schools, and in addition it is often used to

describe schools which pursue a policy of close integration with their community but which do not have any additional facilities for this purpose.

35. Most schools which are called community schools share certain characteristics, though there is considerable variety in practice in the ways in which they are organised and administered. Among the common characteristics are:

i) community schools provide full-time education for pupils of school age, and also make some form of education and/or recreation provision for others including adults and young people not in full-time attendance;
ii) the buildings and facilities which are used by the school are officially recognised and publicly known as being available for use for a variety of purposes by other groups of people;
iii) there is a conscious recognition on the part of those responsible of an overall unity of the enterprise and some arrangement for integrated operation and administration which implies a closer relationship between the various groups of users than occurs in the traditional dual-use arrangement;
iv) there is an intention on the part of those responsible that the institution should contribute in whatever ways are available to the improvement of the quality of life of the locality in which it is situated.

36. Variations in organisation and operation occur in the following areas:

i) the form of management structure adopted; in some cases there is an overall head with responsibility for all aspects of provision, in other instances there is a separate head for the educational programmes and a manager for other community facilities, and in a small number of cases a management team has been established, each member of which has responsibility within a particular field of activity and a functional share in the overall responsibility;
ii) financing the operation may be by 'block' grant, in which the community school receives a total allocation for all aspects of the work undertaken, or there may be separate estimates and allocations for each aspect of work;
iii) the staff may be regarded as unitary for all aspects of the work, or it may be made up of a number of groups of staff;

iv) provision for the community may be seen as confined to community use of facilities and resources, or may include objectives for community development;

v) buildings and facilities may be added to those of the school and designed either to be separately identifiable units or to be fully integrated into a total complex.

37. In a number of instances, the community school pattern of provision of co-ordinated facilities has been attractive to local education authorities as a way of meeting the management problems which multiple use of facilities by different groups of users often involves.

38. Some local education authorities have adopted different approaches to the question of public use of education facilities. In Hertfordshire, for example, provision for community education has been made in co-ordination with colleges of further education and while school premises are used for adult education this use is quite independent of the school and its organisation. Others have developed area institutes of adult education and through these, making use of school buildings and other educational buildings as available, organise a service of community education.

Joint Provision Projects - Partnership between Education Authority and other Local Government Departments or other Units of Local Government

39. A distinction can be made between the co-ordination of facilities provided within the framework of an education authority and that achieved through the co-operation of the education authority with district or parish councils, with other local government departments, or, on some occasions, with other public or voluntary bodies. The potential contributors to such a scheme are many, and the pattern of provision varies according to the composition of the partnership and the size of the project. The more extensive include a selection of facilities such as a sports hall, often equipped beyond normal school provision and frequently with spectator facilities, swimming pool, squash courts, community lounge, often with bar and refreshment facilities, joint school and public hall/theatre, exhibition space to provide arts centre facilities and extended sports field facilities. It is usual to find in such schemes that the financial contribution of the contributory agencies is pooled in such a way that one overall building design results, so that the school has overall use of the resources during the school day and the public has access at other times not only to the facilities which represent the financial contribution of the other services but also to the whole range of the school's facilities.

40. This form of provision has in recent years proved increasingly attractive to local authorities, and currently there are more than 400 such projects in operation, with more in planning.

Multiple-Use Centres

41. In the majority of joint provision projects, the largest initial financial investment is that for school accommodation. In some more recent developments, however, this has not always been so, nor is the school necessarily the major user of facilities, and school accommodation becomes one part of a complex which may include a sports centre, public library, centre for the handicapped or the old, adult education centre, youth centre, college of further education together with shops and apartments for single people and young married couples. Centres of this kind have been established in Manchester (Abraham Moss Centre), at Sutton-in-Ashfield, Nottinghamshire (Sutton Centre) and at Milton Keynes New Town, Buckinghamshire (Stantonbury Campus). These centres are inevitably large institutions both physically and in terms of the number of people likely to be on the site at the same time.

CURRENT ISSUES

42. It seems clear that where there is a possibility of new school building or extension school building taking place, particularly for secondary school purposes, most local education authorities will continue to seek opportunities to provide co-ordinated facilities in partnership with other services or authorities. The economic benefits in terms of capital investment of such projects are extremely attractive and the arguments for a public right to use such facilities, at least at times when they are not required for school purposes, is gathering strength. At the same time, experience gathered so far is drawing attention to a number of issues and questions for resolution.

Design and Use of Accommodation

43. School buildings are usually designed on the basis that the whole school is in use at the same time. Evening use usually involves only parts of the building, yet frequently access to these parts gives access to the whole. Compartmentalisation of the facilities into discrete areas

which can be opened, heated and lit as required has some advantages, though where such an approach to building design is adopted, there can be problems of achieving a combination of facilities in each area which is equally satisfactory from the point of view of both school and other use.

44. The majority of school buildings have spaces in three sizes: classrooms, practical rooms, and assembly halls or gymnasia, each designed and equipped for a specific form of activity. Some more recent buildings, and some older ones as a result of conversions, may have a number of small rooms capable of accommodating groups of half-class size. More general community use, as well as many developing practices in school use, may require more variety in the size of spaces, together with different types of equipment and different furnishing standards. An important element of the design of schools for community use is a built-in ability to change spaces according to changing requirements. This flexibility must not, however, be equated with frailty for this would be self-defeating in an environment of intensive use. Care is needed in the design of building for both school and community purposes to ensure that in meeting the requirements of the one the needs of the other are not sacrificed. This is a delicate balance to strike. Halls which are built with considerations of public theatre and concern performances uppermost may not be suitable for many educational purposes. Sports halls have considerable appeal for many forms of public recreation as well as for some aspects of physical education both for pupils and for adults, but if all the institution's physical education facilities take this form the opportunity for teaching activities such as gymnastics and dance, both within the school and to adult groups, may be made more difficult.

45. Mutually convenient use of many school spaces by different groups of users, especially of practical spaces, depends heavily on provision for storage both of materials and equipment and of partly completed work. It is of considerable advantage if more than one store-room can be attached to such spaces, and if storage facilities can be provided close to halls to facilitate their use for drama production.

46. The recent trend to provide social accommodation for older pupils in secondary schools, often linked with social accommodation provided for youth and community purposes has made a valuable contribution to the range of spaces available for community use. However, where common room facilities are used for both school and community purposes, design and furnishing matters are of particular importance in determining attitudes on the part of the various user groups. One of the main educational benefits from the point of view of young people is the opportunity to learn to take a

measure of responsibility and organise themselves. This can create tensions if the same areas are used by adults at other times, and steps must be taken to help both young people and adults to recognise each others' wishes and needs.

Siting and the Use of Sites

47. The accessibility of the site, and its relationship to other public facilities is an important factor. Pupils are obliged by law to attend school, but all other users do so voluntarily. They may be attracted by the available facilities, but ease of access by public transport as well as by car, with approaches which are well lit and adequately signposted, are equally important. In practice, factors governing choice of school site may be limited by other claimants, for the site and land deemed suitable for school needs is not always situated in the ideal location. Access to playing fields and easy availability of sites, rather than the use of educational facilities for community purposes are the factors which have tended to predominate in decisions on the siting of new schools, though there is in some quarters a growing awareness that account should be taken of community aspects. The prospect of intensive utilisation and wider social benefits may justify higher costs of site purchase and development. The location of the site may be an important factor in determining the kinds of community use which can be expected and anticipated in planning, in that central sites can often provide facilities of a more specialised nature intended to serve the needs of a wider geographical area, while those which are more peripherally sited may be better used to provide general facilities intended for more local community use.

Programme Planning

48. In some instances, difficulties in planning co-ordinated facilities have arisen because the time cycle for school building programmes and that of projects for the provision of recreational facilities are not the same. School building programmes at present require longer time to prepare, because they are worked out jointly by local education authorities and central government, while other facilities, paid for by locally determined sector money, operate on a shorter time cycle. It may not be possible at the time a school project is programmed to give a firm commitment of additional expenditure on related facilities from a subsequent locally determined sector programme. This can lead to situations where local authorities, having originally agreed to join with the education authority

in a co-ordinated facilities venture, find at a later stage that they are unable to commit their money to the project. If this happens at a late stage in the planning of the building, it may lead to serious accommodation imbalances. To allow for such difficulties in programming, a flexible approach to the design of buildings is necessary.

Management and Responsibility

49. Reference has already been made (paragraph 3) to the existence of managing and governing bodies of schools. These bodies have legal responsibility for the operation of the school, its staffing and secular curriculum. When schools are combined with other community facilities, problems can arise about the structure of responsibility, both at committee level and in terms of operational management. There is no clear picture about the most effective ways of managing co-ordinated facilities, and many are administered under ad hoc arrangements which depend heavily on the ability and willingness of the persons concerned to co-operate with each other. A variety of arrangements has grown up in various places, both in respect of the committees responsible for management and in the nature and location of responsibility for administration. It is common to find that the governing body of the school continues to hold responsibility for the work of the school and that there is a separate management committee, sometimes with 'overlap' membership with the governing body, for the co-ordinated facilities. In some more recent projects which involve extensive multiple use, much thought has been given to the possibility of different management structures. Many argue the need for a single committee with overall responsibility for all aspects of provision, and for there to be a single person in charge. There is, however, reluctance in many instances to merge responsibilities over such a wide range of functions as the more complex institutions involve, particularly when these include sizeable contributions from non-education sources. Alternatives which are being considered by some authorities include the possible establishment of a management 'team', consisting of functional heads of each major contributory service, together with some form of co-ordinating director, who would be responsible for common services but who would not necessarily combine this role with that of responsibility for any of the component services.

SOME CURRENT PROJECTS

The Abraham Moss Centre, Manchester

50. The Centre serves an area in North Manchester comprising the Cheetham and Crumpsall districts of the city, which were originally Victorian developments, predominantly residential in character, and which have undergone the familiar economic and social changes of such areas in many cities. The project developed because the City Council determined to take advantage of a coincidence of opportunities and needs, including the need and possibility to build both a new comprehensive school and a further education college, the need for expansion and renewal of public recreation facilities in the district and the availability of a large, mostly derelict site suitable for re-development. This was undertaken as a development project by the City Architect's Department and the Development Group, Architects and Building Branch, Department of Education and Science.(1) The facilities included in the centre are as follows:

i) secondary school providing for 1 350 boys and girls aged 11 to 18;
ii) college of further education with 800 places, offering full and part-time courses in engineering, business studies, science, hairdressing and beauty therapy, together with adult education facilities for about 200 students on non-vocational part-time day courses;
iii) a small residential hostel providing short stay accommodation for 13 pupils and staff;
iv) a youth wing providing a social base for an estimated average nightly attendance of 150 young people;
v) social accommodation for an Elderly and Handicapped Persons Club, together with provision for 100 meals per day to be served on the premises and a further 100 to be prepared for service elsewhere;

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1) The Development Group, within the Architects and Buildings Branch of the Department of Education and Science, is a part of a multi-disciplinary group of architects, quantity surveyors, engineers, educators and administrators under a chief architect. It is charged with considering the implications of new educational and technical developments on school building and of setting standards of area, amenity and cost. In order to carry out this task effectively and with reality, the group work centres round 'live' development projects, where the development group acts as a consultant, providing architectural and other professional services to a local education authority, from the initial brief, through detail design and construction, to appraisal of the completed buildings in use.

vi) library, to serve the needs of pupils, students and the district generally with a total book-stock of 60 000 volumes;
vii) district sports centre, with provision for swimming and indoor and outdoor sports for both educational and public use;
viii) three lock-up shops and ancillary accommodation.

A description of the briefing, planning and building of the Centre is set out in Building Bulletin 49 of the Department of Education and Science.

Central Lancashire New Town - Proposed District Centre at Whittle-le-Woods

51. Whittle is an existing township of some 9 000 population. The new District Centre, which is planned by the development group, local authorities in the area and the Central Lancashire Development Corporation, is to provide for growth to approximately 26 000 by 1986. Initially, it is intended to provide a secondary school for 450 pupils, a district library, a local recreation centre, a social services base, a family services centre, a supermarket, some smaller shops and a pub, together with associated open space, outdoor play pitches, parking and a bus terminus.

52. As proposed, four buildings will meet school and community needs:

i) a family services centre - comprising a health centre, social services sub-office and a small day-care unit;
ii) an information centre - housing a joint school and public library, some general teaching accommodation for school pupils and adults, the Centre's administration offices, and a small shop;
iii) a recreation centre - including public and school dining and snack facilities, a bar, a multi-purpose hall and sports hall (designed to allow for future expansion to accommodate a gymnasium and swimming pool);
iv) a technology centre - containing art, craft, science and home economics accommodation for school and community use.

53. The information and recreation centres form two sides of a central square, flanked on the other two sides by shops. Reserve plots have been designated for further expansion of the school, community and commercial facilities, and for housing.

POSSIBLE TRENDS FOR THE FUTURE

54. Many factors indicate that the provision of co-ordinated facilities for educational and community purposes is likely to increase in the future. Economic attractions of better value for money through the joint provision of educational and community facilities link with a growing demand for greater provision for adult educational and recreational needs to produce this likelihood and this is reinforced by the general direction of trends to link educational provision for pupils of school age more closely with a wide range of community concerns. At the same time, the anticipated reduction in the size of the child population, with consequent effects on school rolls, will result in there becoming available space in a number of schools, some of which will be usable for other community purposes. There will therefore be a growing need to develop designs for the modification of this space.

55. Linked with this will be the need to develop ways in which the needs and wishes of communities can be identified and in which communities themselves can participate in making decisions about the kinds of facilities which can meet these needs and wishes. In moving from a general acceptance that school buildings represent large investments of public money from which maximum use should be obtained, it is easier to state that these additional uses should contribute to the general well-being of the local community than it is to be precise about what the community needs are. To date, in only a small number of cases has any attempt been made to examine the needs of particular communities as these are perceived by the people living in them as a basis for determining the additional use of existing buildings or for deciding what facilities might be provided to extend the range of use of the buildings. Lack of agreement between assumed needs and real needs may not reveal itself through expressed opposition to plans, and may simply result in facilities not being used by the people for whom they were intended. There are many sophisticated sports centres attached to schools which are used by people who travel considerable distances to do so, while those living close at hand make little use of them. This does not, of course, imply that sports centres are not needed, but it does suggest that in meeting the needs of some people on an extended geographical basis the needs of those living more locally may have been overlooked.

56. There are a number of difficulties in determining what the perceived and the actual needs of particular communities are, and there are dangers in the kind of community survey which simply asks people what they want.

Some of these are the general difficulties of community consultation, common to all forms of community work, such as the problems of distinguishing the opinions of articulate minority groups which may appear to speak on behalf of the community but which are not necessarily representative and the difficulty of developing adequate machinery for acceptable communication. Others may be particular to the association of public use facilities with a school. People's expectation of what is possible may be governed and restricted by their preconceptions about schools and what they think is 'educational' and this may colour their preconception of the kinds of facilities which they assume can be provided in conjunction with educational facilities.

57. As it becomes more general to relate educational and other public facilities, it may be necessary to reconsider a number of questions of a legal or regulatory nature. At present, new school buildings are required to conform to certain national building regulations related to their use as educational buildings, which also ensures their suitability for similar categories of use by the community. Different forms of public use may, however, bring the buildings into other use categories, possibly involving more stringent sections of the regulations, particularly in respect of safety and security factors. Certain categories of public activity, such as public performances, consumption of alcohol, music and dancing, can only be carried out under a licence, requiring the building to comply with the requirements of the licensing magistrates, and where such activities are likely to form a regular part of the building's programme, it may be necessary to modify designs to fit these requirements. Particularly when facilities for use by both school and public are extensive and closely integrated, there may be a need to consider the definition of a school in legal terms, particularly with respect to conforming with the requirements of Education Acts. So far, the majority of these issues have not presented major difficulties because developments have been regarded as experimental and as such have been permitted a degree of latitude in respect of certain regulations.

58. Reference has already been made to the prospect that as a result of reduction in the child population, opportunities to build new school buildings in the immediate future are likely to decrease. Modification of spaces released in existing schools to fit them for other forms of community use is one likely response to this situation. Another may well be the development of more extended use of other community facilities by schools. Most school/community projects to date still remain fundamentally schools to which community facilities have been added. There are, however, a small number of projects in planning in which planned use of other community

facilities is integral to the design of those facilities intended for the school. The principle underlying this approach is not of course new. Schools have for many years made use of other community facilities for parts of their programme. The most common is the use of the public swimming pool on a regular basis, and in some areas public sports centres have similarly been used. In these cases, use of community facilities has normally been an 'extra', the school accommodation in most cases being unaffected by this additional availability. A current development group project at Crewe in Cheshire, however, envisages the provision of a range of centres, each containing facilities intended both for community use and by a number of schools. The schools at present are housed in buildings which in some cases are too small, supplemented with considerable amounts of temporary hutted accommodation, and there is no immediate prospect that these could all be brought fully up to standard for the purposes of comprehensive secondary education by means of substantial extensions to each school. By providing joint use community and school facilities in the form of shared centres, it is intended to make available to each school a range of accommodation suitable to its needs and at the same time provide much needed community facilities as part of the redevelopment of the town centre.

YATELEY SCHOOL AND COMMUNITY CENTRE

by
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Part One

DESCRIPTIVE FILE

INTRODUCTION

1. The Yateley campus began as a small conventional secondary school in 1966, to meet the needs of a rapidly expanding village. During subsequent phases of construction, necessitated by a rising population, extra facilities were provided by joint financing between the education authority and local recreation authorities to permit increased adult use out of school hours. This development continued in later phases, and was accompanied by important developments in the government and management of the institution. In the following texts "the campus" refers to the entire physical facilities; "the Centre" is the organising body for all non-school use.

PROJECT BACKGROUND AND DEVELOPMENT

Local Context

a) Yateley village - growth, people and geography

2. Yateley was a small country village until the second world war. During this war a ferry airport was constructed nearby, and a large temporary population was housed in huts. After the war the airfield continued in civil use, during the early development of charter flights. Technical factors caused this to cease and today the airfield is used only for training and club purposes. The population of 2 000 people in 1960 was still dominated by technical personnel connected with aircraft, and there is still a large group of such people in Yateley, who drive to work at London Airport, Heathrow, 14 miles away. Yateley is 5 miles distant from the next larger centre of population at Blackwater and Camberley on the main London-West of England Road, now by-passed by the M3 motorway. Employment is diverse, with a number of high-technology research and production establishments - gas turbines, aircraft, road research and meteorology. The larger town of Reading is 10 miles away, with a large office population.

3. In 1963 a development plan was approved which envisaged the growth of Yateley and adjoining villages to 15 000 people by 1981. In 1975 Yateley itself had already a population of 18 000 and some housing development is still taking place. Yateley is entirely residential, and most houses are owner-occupied. Average salaries and wages are high, so is level of education and technical training in the adults. Families generally have migrated from some distance away, probably the older parts of outer London, and have no social roots in the area. The population has been described by some of its own members and observers as variously "technocratic", "classless", "modern". Aspirations for childrens' achievements at school are quite high, but not only in traditional academic fields - technical education is highly regarded. In common with many other areas which have developed in this way, provision of communal facilities has not kept pace with housing development and, at the time of starting construction at Yateley campus, comprised several churches and pubs, some small shops, and several old village halls. No new schools were built until 1965.

b) Local background to community use of education buildings and joint planning

4. In 1968 there were no special projects in existence or envisaged within the local county area (Yateley is fairly near the boundaries of both Berkshire County and Surrey - where the situation was similar). Community use of educational buildings in Hampshire existed on a fairly large scale through several separate administrative arrangements - for evening classes, administered through further education centres associated with secondary schools; under letting regulations - for example, hiring school halls for amateur theatrical productions or flower shows, by permission of Headmaster and Governors; and under licence, usually confined to playing fields and swimming pools. Experimental schemes in other parts of the country, and the Department of Education and Science's circular letter "Joint Provision for Sport and Recreation" in 1964 had suggested further possibilities for extension of these uses, and the County adopted a policy of offering the opportunity to jointly establish experimental schemes, to the smaller local authorities on every occasion when a new secondary school or extension was proposed. These offers had been fruitless until 1968, with the exception of a scheme for a joint use sports hall and adjoining social areas at Whitchurch School, some 30 miles from Yateley, which was constructed several years before the Yateley campus commenced. No initiatives for such ideas were forthcoming from any other bodies than the County, which adopted the policy of treating each case

entirely as a unique project until more experience was gained. As an inducement to participate, the County would supply the necessary extra land and professional fees for any such project.

Agencies Participating in Yateley Campus Development

5. The Yateley campus involves three services - education, libraries, and recreation. These services are all provided, not by exclusive functional agencies, but by general purpose local authorities, each providing the whole or part of many services, acting under a varying degree of central Government control. During the period of growth of the Yateley campus, the structure and functions of these local authorities were reorganised. The changes are referred to where necessary below, but have not had a major effect at Yateley.

a) Education

6. The education service is entirely the responsibility of the top level of local government - the County, in this case Hampshire County Council, which is a general purpose authority also having responsibilities for social services, fire brigades, police, highways and town and country planning. Approximately half of every County's expenditure is upon education. All major policy and financial matters are decided by committees of elected members of the County Council, but day-to-day matters are delegated to officers at various levels; building and finance are dealt with centrally for the county; adult education and matters such as provision of equipment, maintenance and minor expenses are dealt with by local area education offices, while matters of curriculum, organisation and discipline are dealt with by each school independently and internally. In doing this, the Headmaster consults with his Governors; a panel of people of various kinds appointed by the local authorities and others for this purpose. In any scheme of school and community development, all levels of the education service would be involved - proposals would be discussed among officers, and considerable expense or change of policy would have to be agreed by the County Education Committee or one of its sub-committees. In such matters the role of the Headmaster is crucial, as he has the practical responsibility for carrying out policy, and neither officers nor committees would try to force any matter against his agreement, except in the most extreme circumstances.

b) Library service

7. Libraries are also the responsibility of the County Council. (Prior to reorganisation this was for small towns and rural areas only, not large

towns.) In Hampshire, libraries used to be a small sub-division of the education department, but on reorganisation they were transferred to the recreation department, of which they form the largest part: Because of this apparently close association with education, it should not be thought that co-ordination of libraries and schools is automatically easy - their priorities and exigencies can be different: the preferable site for a library is in a central shopping and business area, and as premises are not large, this can often be afforded. Schools require large site areas and generally cannot be similarly sited. Again, hours of use are similar and a public library could be afraid of being over-run by pupils. The co-ordination of the Yateley scheme was negotiated between the County Librarian, School Headmaster, Deputy County Education officer, with advice from Yateley Parish Council.

c) Recreation

8. This is one of the few services for which all levels of local government have some responsibility; generally the more local the scale of provision, the more local the responsibility. The definition of recreation is very wide and covers all the joint provision items at Yateley except the library - i.e. the drama and music wing, sports hall and youth suite. These were financed in part by all three levels of local government: Hampshire County Council, Hartley Wintney Rural District Council and Yateley Parish Council. The first two gave capital grants with no further conditions or involvement, while the Yateley Parish Council contributed capital and also bears a share of the planning cost, government and management responsibilities.

d) Co-ordination between services - general

9. Co-ordination between different services in the same authority is not always good - all departments are naturally in competition for finance, and their aims may be quite different. The bad effects of lack of co-ordination were emphasised in a government report and most local authorities now have established arrangements for regular exchange of information. Co-ordination between different services not in the same authority, e.g. education and health, is even more difficult. No regular means of communication usually exists - an initiative has to be made by one side or the other. At Yateley, there was a proposal to site a health centre on the campus, but negotiations failed at an early stage. The health service was itself in process of reorganisation at the time, and the general opinion is that those involved in the negotiations were too pre-occupied with other matters. Since that time, the ideas of project co-ord-

ination and regular communication have received strong support from central Government and today it would be unlikely for negotiations to be allowed to fail until all possibilities had been fully explored.

e) Co-ordination between levels of government

10. An unfortunate English tradition is a certain degree of coolness and mistrust between the various sectors and levels of central and local government, among both officers and elected members. This can frequently hamper negotiations, as it did at Yateley in the early stages, and can be particularly damaging where time allowable for making a decision is too short to allow fears to be allayed by relaxed discussion. In such circumstances the answer is nearly always to retain the status quo.

Personalities and Motivations

11. Yateley campus is described as a result of collaboration between agencies - the public authorities - but the actual work of discussion and agreement is carried out by the officers and members representing those bodies. In familiar situations, with established policies as guidelines, personalities may not be crucial, but in novel and experimental schemes a great deal depends on the individual's initiative and appreciation of the situation, acting within his range of responsibility. The personnel representing the main participants have remained largely the same from 1968 to date, and a broader analysis of their roles is contained in the commentary of the case study (Part Two of the present report).

12. The following are brief notes of the expressed opinions and motivations of the chief representatives - though it must be pointed out that these have been obtained only recently and enjoy the benefit of hindsight.

A.B. Senior Assistant Education Officer of Hampshire County Council, then Deputy Education Officer up to his retirement in 1971. A.B. initiated the discussion of possibilities at Yateley by describing the principles of joint planning as commonly understood, to the Headmaster and Chairman of Governors of the school, prior to formally approaching the Hartley Wintney Rural District Council. In doing so he was also putting into practice a personal belief that schools, in common with many other institutions, were isolationists and inward-looking and consequently failing to develop their full potential in society. He considered that any ways at all in which this isolation could be broken would be healthy. Having had no success in promoting joint projects up to the time of Yateley when a positive response

came from the Headmaster and Governors, he was prepared to put a good deal of personal time and effort into this particular scheme which a person of his level of responsibility might not ordinarily be able to do.

B.C. Assistant Education Officer in succession to A.B. B.C. took over from A.B. when the initial agreements about joint planning had been finalised. B.C. has expressed a firm belief in the necessity of delegation of responsibility and was particularly concerned to get the Yateley Town Council to accept maximum responsibility for the scheme they had helped to promote.

A.M. Chairman of Governors, Yateley School, and member of Hartley Wintney Rural District Council. In contrast to most other people involved in this project, A.M. had always lived in the area, at Hartley Wintney. A.M. was Chairman of Governors of the previous Hartley Wintney Secondary Modern School which was replaced by Yateley School, and had been a leader (with J.C. below) of efforts to secure the new school. As a member of Hartley Wintney Rural District Council Planning Committee he had voted the rejection of planning applications for houses at Yateley on the grounds of lack of communal facilities. He saw that with the inevitable growth of Yateley, a large new school would grow and felt that this school would have to serve the village in the widest possible way.

K.C. Headmaster of Yateley School. K.C. came to Yateley School from outside the Hampshire area, and had some experience of school and community relations and functions in his previous posts, which had been in comprehensive schools for fifteen years. He was partly selected for the post because of his belief in school and community involvement, and describes his aims as "to make the school do something for the village as a whole - not just the pupils".

J.C. Chairman of Yateley Parish Council, later Yateley Town Council. J.C's concern was primarily to campaign for better communal facilities in Yateley. Having taken part (with A.M. above) in persuading the Hampshire County Council to build a new school, he was concerned in a Yateley Parish Council proposal to build a community centre on Yateley Common. Plans and estimates had been prepared and the project appeared to be impossibly expensive, when the possibility of joint planning with Yateley School was put to him. He was converted to the idea on principally economic grounds - Yateley could not afford an independent centre - and became a strong protagonist of the idea.

Hartley Wintney Rural District Council. In the time the Rural District Council was involved with the proposal, no single personality took a leading role.

It is important to note that the Chairman of Governors, the Headmaster, and the Chairman of the Parish Council were all local residents, who, by their position and interests, were continually meeting both ordinary people in Yateley, and also members and officers of many kinds of official or voluntary bodies. They were in an excellent position not only to judge local opinion, but also to put their ideas informally to a wide range of people.

Needs and Objectives

13. The needs of Yateley at the time of starting to build the new school were not canvassed or investigated scientifically - nor were they at any subsequent time. To local people the needs were obvious, though ill-defined, and the natural priority was to try to do something about them rather than investigating further. The chief forum for the expression of needs was the Yateley Parish Council's public meetings and representation to Councillors. The general opinion was that Yateley was deficient in just about everything except housing for a population of such size, and growing at such a rate. The reaction of the Yateley Parish Council to expressions of need would in general be to refer the matter to the agency concerned - education or health authorities for example - and the ones they were left to deal with themselves were those for which no other agency existed. As related to the author, the needs which existed and could not be "passed on" were two principally: rooms to hire for meetings, parties, dances and social functions of various types, for those with interests already developed; and a more general need for social activities unspecified - "somewhere to go, something to do" - in fact for elements of community life and expression.

14. It is of interest that it is a general pattern for needs to be expressed by all those not professionally involved in the more concrete form of objectives; i.e. a need for organised leisure activities and facilities for hire is expressed as a need for "a community centre", which provides a clearer rallying-point for support. In fact the whole history of this project is to show how a series of needs can be met in a relatively unconventional way as a result of some mental readjustment and consequent action. The objectives proposed by the various parties could be broadly described as follows:

- Yateley Town Council: to obtain community facilities as economically as possible;
- Hartley Wintney Rural District Council: to assist in provision of community facilities for Yateley as far as possible consistent with their responsibilities to other areas besides Yateley;
- Hampshire County Council: to develop means of allowing communities to use the resources of schools to the maximum, but ensuring that the schools' main functions and freedoms would not be detrimentally affected, and that costs and benefits were appropriately allocated;
- Yateley School and Governors: broadly as Hampshire County Council above.

Note that all these objectives derive ultimately from the legal constitutions of these bodies, and that no objectives beyond those limits could be espoused - they would have to be "passed on" to appropriately constituted bodies. All arrangements and spending of these bodies must be sanctioned by committees of elected members, and in many cases by central Government departments.

a) Discovery of new needs

15. During the period of operation of the co-ordinated facilities, and more particularly since the appointment of a full time Warden, a number of needs have come to light. It has not always been possible to do anything about them, usually for lack of money or staff. It is the general principle of the Centre to encourage self help if possible, the Centre perhaps providing premises or back-up facilities, e.g. publicity.

b) Old people

16. There are quite a number of old people in Yateley, and several old people organisations. Old people suffer most from the spread out nature of Yateley village, where one needs a car almost to get anywhere. The Centre has organised a bus service to bring old people to the library on one morning a week, and school pupils give them coffee in the adjoining green room. The Yateley Town Council would like to develop more daytime facilities for old people but are unable to do so at present.

c) Daytime activities

17. Many women with children of school age, and retired people would be more able to come to day rather than evening activities, including classes. At present the possibility is restricted by lack of space, but developments may be possible in future, as the school roll falls.

Chronology

May	1966	Commencement of first phase of building (Block A on Plan 2 - see page 56)
May	1968	First discussions on joint provision.
September	1968	Completion of first phase building.
May	1969	Commencement of second phase of building (Blocks B and C, swimming pool, drama and music block, and Parish Council office).
July	1971	Completion of second phase of building.
January	1972	Commencement of third phase of building (New music block D, teaching block E, sports hall and youth club suite)
August	1972	Commencement of fourth phase of building (Teaching Block F).
April	1973	Commencement of library building.
January	1974	Completion of phases three and four.
April	1974	Completion of library.
December	1975	Construction of Warden's office.

METHODS AND PROCEDURES

Initiation of the Project

18. The starting point of the project was the programming of phase two of the secondary school. The need for a school, or any phase of one, must be assessed by the education department by reference to population statistics and local officers, and justified to the Department of Education and Science for approval and inclusion in a building programme. No set procedures were followed for the development of the joint planning aspect; the County invited the Hartley Wintney Rural District Council and later the Yateley Parish Council to discuss any possibilities, and matters progressed through a number of meetings to reach agreement and decisions. In all this it was assumed by all parties that the general procedures related to school building would be observed, and all other matters tailored to suit these procedures. This is because the school is the only element provided under a definite statutory obligation, and also has a fairly elaborate and tightly programmed administrative procedure. (It might be generally thought that the project follows this pattern because the school

is the dominant and largest element, but the reasons quoted above are more significant - joint projects have been built where the non-school element has been larger than the school, but school procedure still followed).

ADMINISTRATIVE AND FINANCIAL CO-ORDINATION

a) Legal constraints upon joint planning

19. Legal issues have not been problematic in the development of the Yateley campus, but it should be pointed out that they exist and would be significant in other projects, determining what may or may not be done. As the principal partners in schemes of this type are education authorities, their powers and restrictions on their action are most significant. For example, local authorities may not supply goods or services to any body other than a public authority, which would place definite restrictions on co-ordinating either with commercial interests, or with voluntary bodies or charities, e.g. churches. Again, a local authority may not act as agent for any other party, which has implications for the letting of building contracts and land purchase.

20. Land tenure and building ownership can also be problematic. At Yateley all land and buildings are owned by the Hampshire County Council. Leases only exist to the Yateley Parish Council for the green room and the Parish Council office. In all other areas the rights of the Yateley Parish Council in return for its capital contribution are covered by the joint use agreement. Relations between public authorities in such matters can be left in a state which would be impossible with other bodies, as there is no possibility of a public authority going bankrupt or winding itself up.

b) Decision-making and commitment

21. Negotiations about the suitable form and content of joint capital facilities, and methods for running and administering them, were carried on by officers of the larger authorities, and members of the smaller authorities. Finally these ideas have to be submitted to committees, and perhaps full council, of the participating authorities, for approval by the elected members. Naturally, all participants wish to agree to a complete "package"-capital, running costs and management structures, but in this case the capital agreement was approved initially, and the other aspects left until later, on the basis that enough goodwill existed to make agreement on other matters not in doubt. This was because capital is a

relatively simple matter, but the others required much more thought and time. Yateley is not untypical in this approach, but other authorities often insist on agreements on all matters being "tied up" simultaneously. Decision-making rests on agreement on principles, but also on information, and the prompt completion of cost and feasibility studies, sketch plans, etc., is vital to assist the decision process.

c) Financial programming of capital works

22. One of the frequent problems of joint planning has been to achieve simultaneous programming of money from various sources exercising different orders of priority. No problems of this kind were experienced in the Yateley development.

d) Management and recurrent finance

23. As stated above, the agreement for management of the facilities, and for allocating maintenance and running costs, etc., between the parties was not fully established before the buildings were put into use. The form of this agreement has changed during the life of the project as ideas developed, and later stages of building introduced new problems and possibilities. The present agreement incorporates the following key features (see Appendix for full text).

i) The management of the Yateley Centre, which comprises the entire premises with the exception of private offices and stores, is in the hands of the Joint Management Committee which determines all times, conditions and charges for use, and all other matters out of school hours.

ii) The Joint Management Committee is a joint committee of the Hampshire County Council and the Yateley Town Council (formerly Yateley Parish Council). It consists of three members of the Town Council, three School Governors, and the chairman of the users' sub-committee. The Headmaster and the Warden are the officers of this Committee.

iii) The County will provide or pay for all heating, lighting, cleaning, repair and maintenance of the buildings for non-school use.

iv) The Centre will pay the County for caretaking (a fixed sum every night the Centre is in use) and for the running cost of the swimming pool and sports hall (fixed hourly charge).

24. It may appear from this that the County is subsidising the Centre quite considerably by paying all running and maintenance costs. In fact, since a high proportion of non-school use is evening classes, the county would be paying for these items in any case, plus the caretaking, which is now paid for by the Centre. It appears then that the County is not paying out more nor less than it would to a normal school with evening classes, but that the accounting method is simplified by the adoption of block charges. Further analysis of this question is not possible. The arrangements for financing of evening classes are dealt with under Use of the Facilities (paragraphs 39-56).

BRIEFING AND DESIGN PROCESSES

a) General aims

25. Although a number of discussions took place as to the possible forms the joint financed facilities could take, it was understood by all concerned that the scope of these possibilities was in fact quite limited. The needs of the school - as determined by the Hampshire County Council, Education Officers and Headmaster - were felt by all to be of paramount importance, and no attempt was made to affect major decisions or content or siting of facilities. The small sums of money available to the minor participants also meant that all they could hope to do was to accept basic school facilities as a starting point and add to these a minimum "improvement" content, which would make them more suitable for general community use.

b) Professional involvement

26. All the professional work connected with the building was carried out by Hampshire County Council personnel - architects, engineers and quantity surveyors - and the costs of this were met by the County Council. This was financially attractive to smaller authorities such as Yateley Parish Council as these costs could add about 16 per cent on to the capital cost, but it does place the smaller authority entirely in the hands of the major authority's professional advisers. To introduce consultant professionals to advise the smaller authority might have been costly, and possibly controversial, but it is frequently done on larger projects, where the balance of financial contribution is more equal.

c) Briefing

27. The process of briefing stems from the Hampshire County Council Education Department; the requirements of the school, or phase of the

school, were established by one of the Assistant Education Officers (J.S.) in consultation with advisers and this initial brief was offered to the possibly participating authorities - initially Hartley Wintney Rural District Council and then the Yateley Parish Council - as a basis for discussion, the idea being that the smaller authority would contribute to expand or improve facilities being provided for the school. Negotiations commenced around the swimming pool, but cost studies carried out by the County suggested to Rural District Council that both capital and running costs would be high. Discussion was then widened, and the idea of expanding the drama provision was examined. Options costed included enlarging the floor area, adding retractable seating and improving the finishes and lighting equipment to make a multi-purpose small hall instead of a simple drama studio. As a result of these studies a choice of contribution was made.

28. A similar process was followed with the later phase of building, where the sports hall and youth suite were enhanced by joint planning. All these discussions, and later ones at which more details were considered, took place within a working group representing all parties. This same group also discussed management and all other matters of joint concern. Composition of this group was as follows:

Hampshire County Council:	4 Officers - Education and Clerks (Legal) Departments
Hartley Wintney Rural District Council:	2 Officers - Clerk, Treasurer 1 Councillor
Yateley Parish Council:	1 Officer - Clerk 3 Councillors
Yateley School:	Headmaster, Chairman of Governors

It is to be noted that the architect was only occasionally present, by invitation of the Education Officer.

d) Procedure specific to co-ordinated facilities - cost allocation

29. One of the most difficult problems encountered in the design of joint facilities is the assessment of the costs to be borne by the various participants within an integrated design, and of the financial benefit of integrated over separate facilities. Some projects involve the integration of facilities which could have existed separately, others involve small contributions which perhaps increase the size or scope of facilities, but which could not have produced a viable independent structure. In both cases some financial benefits can be expected from the integration, though not always; a larger complex may involve more circulation space to link the

parts together, for example, particularly where design of the individual building would have been to minimum standards.

30. Cost allocation is important at briefing stage as well as final account, to enable budgets and estimates to be compiled, and submitted for approval where necessary. The problem is firstly political, then technical; decisions have to be made whether the benefits or burdens of the integration are to be shared by the participants, or are to accrue to selected parties, and then means have to be devised to calculate the allocation in a way which is simple to do, and easy to follow for those who wish to query the matter.

31. The Yateley Campus exemplifies most of the different problems which are encountered, and several of the common technical means for approaching them.

i) A building which is "integrated", but which could have existed independently - the library (Plan 3 - see page 58)

In this case the library is connected rather than integrated with the main building. A direct land saving results, as the area of land used is only that occupied by the building itself, and some car parking, the rest of the site still being available as school site. Had the library been constructed independently, a considerably larger site would have been bought. For the same reasons there are savings on external works and access roads. All this saving accrues to the library (recreation) committee of the Hampshire County Council; as the Education Committee owns the site the saving is still to the County Council as a whole, and not considered worth allocating in detail. It is the Hampshire County Council policy in any case to offer the site free to any outside body entering a joint project as an expression of good faith and encouragement. The chief saving in the construction of the library is that it has no boiler house, but depends on the school central heating system: There may also be some slight saving of external wall, as the library is connected to the drama block, and thus some savings of heat loss.

ii) A simple extension to a building - the drama music block (Plan 3 - see page 58)

The design for this building, as it would be for school use only, was already prepared when negotiations for joint use started, and a tender was obtained on this basis. The Yateley Parish Council and Hartley Wintney Rural District Council contribution was partly to extend the hall in length and this design was

prepared, and costed by the successful tenderer on the same rates as the original building. The difference in cost was charged to the Parish Council and Rural District Council. This method favours the minor contributor in this case - the Hampshire County Council pays what it would have done in any case, and the Yateley Parish Council and Hartley Wintney Rural District Council get a very "cheap" addition which would be less for the floor area provided than in the original building. Naturally, this technique is only suitable where there is the time or willingness to prepare two designs for comparison. If it were considered that the "saving" should be allocated to both parties in some proportion, then case iii) below would apply.

iii) A building with complex additions of space - the sports hall and youth suite (Plan 3 - see page 58)

In this building the contribution from the minor authority is a common room buried in the centre of the building, which obviously cannot be costed as an "addition" or extension. The method used in this case was to cost the floor area of the additional accommodation at an appropriate rate of £/sq.m. This actual rate can be the subject of much argument, and it is important that the general aims of the financing and use are kept in mind and guide the technical approach. In this case although areas are defined as having been provided by different parties, the use of the entire building was to be on a shared basis, so that agreement was not difficult. (It should be remembered that joint planning is not always for joint use, and that standards of accommodation of the separate parts might be quite different, making allocation both more critical and complex.)

iv) Improvements to specification - drama and sports hall

In both these blocks the Yateley Parish Council contributed money to provide an improved quality of floor - which for example makes the sports hall suitable for occasional large dances. The net cost of these additions is simple to calculate, and this approach is often, in other projects, applied to all finishes and fittings, even if the cost of the building carcass and services is allocated on a floor area basis as in iii) above.

CONTENT OF THE PROJECT

General features

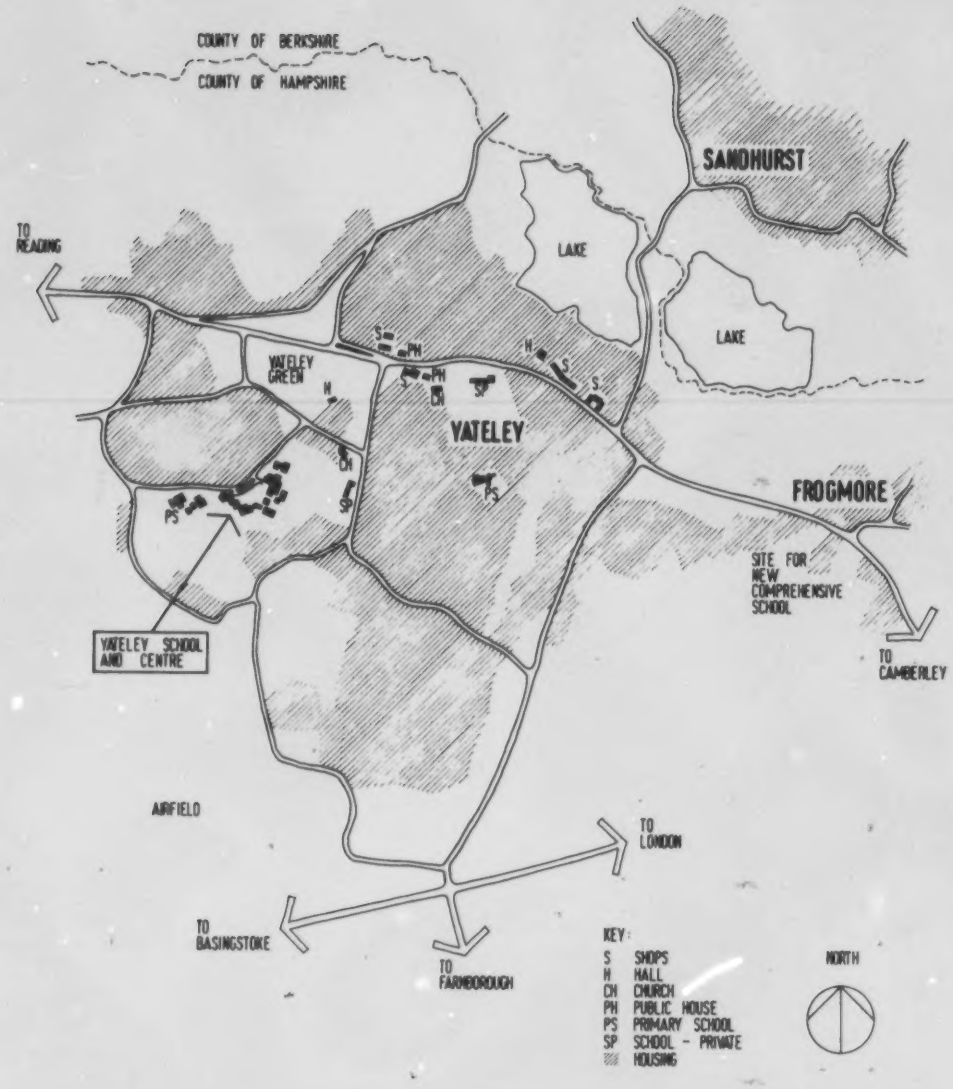
a) Urban planning and communications (Plan 1)

32. Yateley Campus site was selected before most of the housing development took place, and possible community use was not one of the criteria used. The site is about ¾-mile from the main road which constitutes the "linear centre" of Yateley village. The access road (School Lane) is residential standard, and daytime parking restrictions have been introduced for safety reasons. Special buses collect and deliver pupils from outlying areas, and these pick up and set down within the site, adjoining the car park. The public service bus route has been extended up to the campus as a result of public demand. Car parking on site is for a proportion of school staff, a small number of visitors to the school, and for library users, who have a reserved area. Pedestrian access is by footpath alongside the road, and there is a daytime access for pupils only across the playing fields to the rear of the buildings.

b) Site planning - principles and constraints (Plan 2)

33. The initial positioning of phase one of the school took place before any joint provision or extensive shared use was considered, and this has affected all subsequent planning options. There appears to have been no overall philosophy of site development, and the only factor specifically related to co-ordinated facilities has been the placing of the joint provision blocks as close to the front of the site as possible. Apart from this the following factors may be considered chiefly responsible for the layout as it appears today:

i) need for minimum roads on site; so kitchens are near the main access road, and car parking also;
ii) slope of site; flat area runs alongside road, slopes up to rear of buildings;
iii) need to place hard paved tennis courts at front of site to provide occasional extra car parking;
iv) phased construction; this is usually, as here, accepted as a necessary evil and leads to very poor functional grouping and communications; it is generally considered not possible within financial arrangements existing to use "infrastructure" type plans as used in universities and hospitals, for schools.



YATELEY SCHOOL AND CENTRE

0 1000m 2000m

PLAN 1

53

Aerial view of Centre.

Guy Hawkins

The approach from school lane, a narrow residential road. The lines marked on the road indicate a variety of parking restrictions. Joint provision buildings in the background, from left: sports hall, youth suite with wall mounted sign, swimming pool with fibreglass vaulted roof, the Centre office and the drama block which also houses the Town Council offices.

54

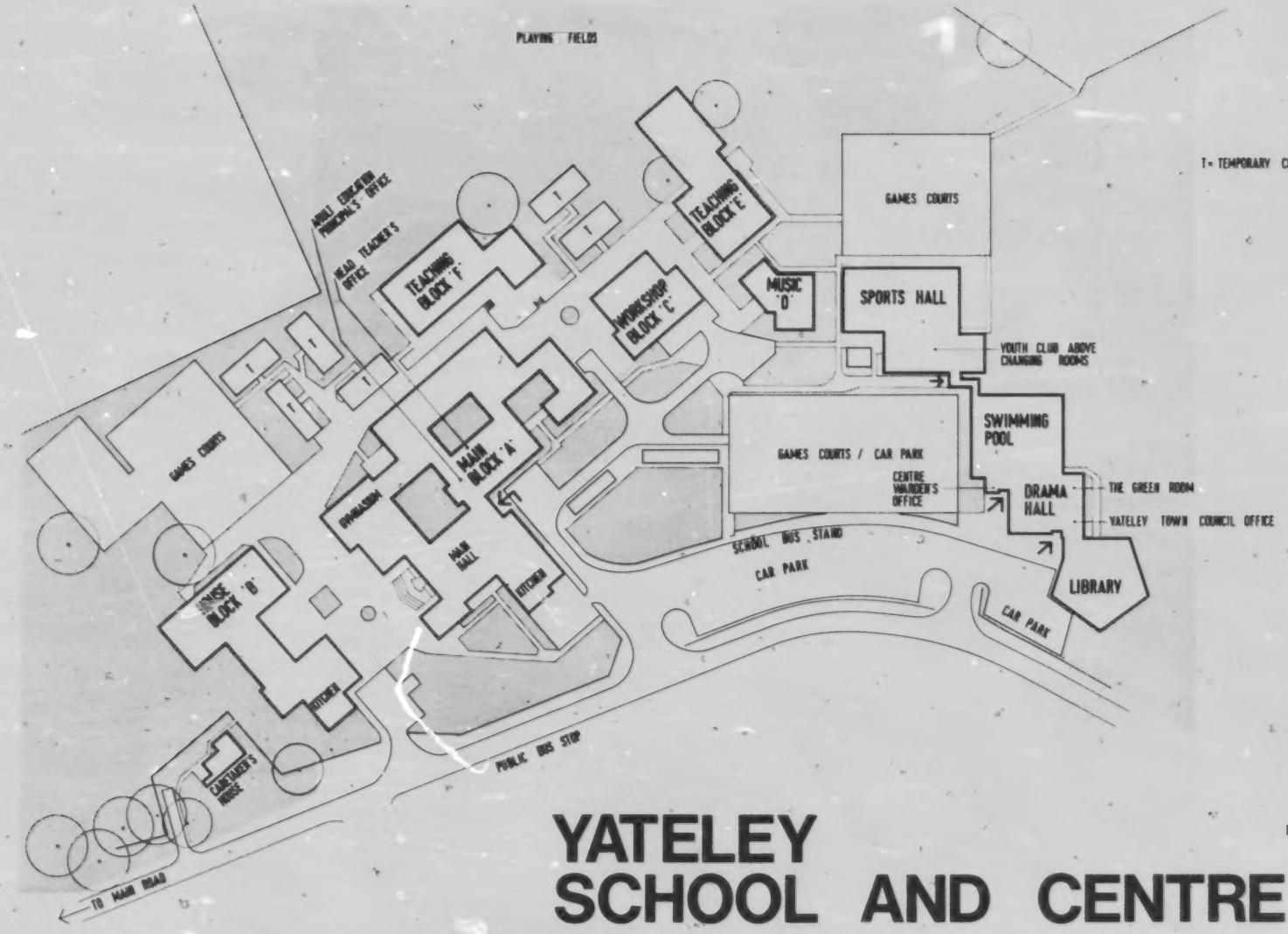
c) Guidance and communication

34. The campus is used by a considerable number of people from outside the village of Yateley. The library only is signposted about half a mile away on a main road, but not at the intersection nearest the campus. There is a large illuminated sign: "Yateley School and Centre" high on the side of the sports hall and smaller signs indicating the school, the library, the Centre office, the Town Council office and the drama hall. There is a proposal to erect an illuminated map of the campus at some point along the road frontage. Architecturally there is no apparent "main entrance" or other formal symbolism, or more subtle guidance. The public library is the only casual use facility on the site, and acts as the main publicity area, with its notice board of Centre activities and leaflet supply.

Inventory of Facilities

35. The permanent buildings forming the Yately campus are as follows, in order of date of completion:

i) Main Building (Block A on Plan 2)
450 pupil places, design previously used on another site. Mostly single storey with some three storeys high. Includes Headmaster's office, staff room, main multi-purpose dining/assembly hall with stage, and gymnasium, general teaching spaces and practical rooms. Provision specifically to enable evening classes to take place includes an office for the head of evening classes (Further Education Principal), a small servery for coffee adjoining the small hall, and stores for work in progress by evening students adjoining the art room, craft room and woodwork room. The caretaker has not proper headquarters in the school, and makes use of the servery and its adjoining store as his base. This block has been remodelled since its construction, and the former library was converted into a housecraft room when the joint library was built. (Note: this sort of remodelling, which could be a significant factor in increasing flexibility in buildings, is quite rare, and seldom receives any financial priority.) The design is a late 50's-early 60's typical design, of inflexible layout and meandering plan form with multi-storey "teaching block". The main hall is unusually successful and flexible for many functions, being fairly small, with a well in the centre. All major theatrical and musical productions, by school and community,



YATELEY SCHOOL AND CENTRE

0 10m 100m

PLAN 2

take place here. An audience of 250-350 can be seated, depending on the layout, and the hall is licensed for public performances.

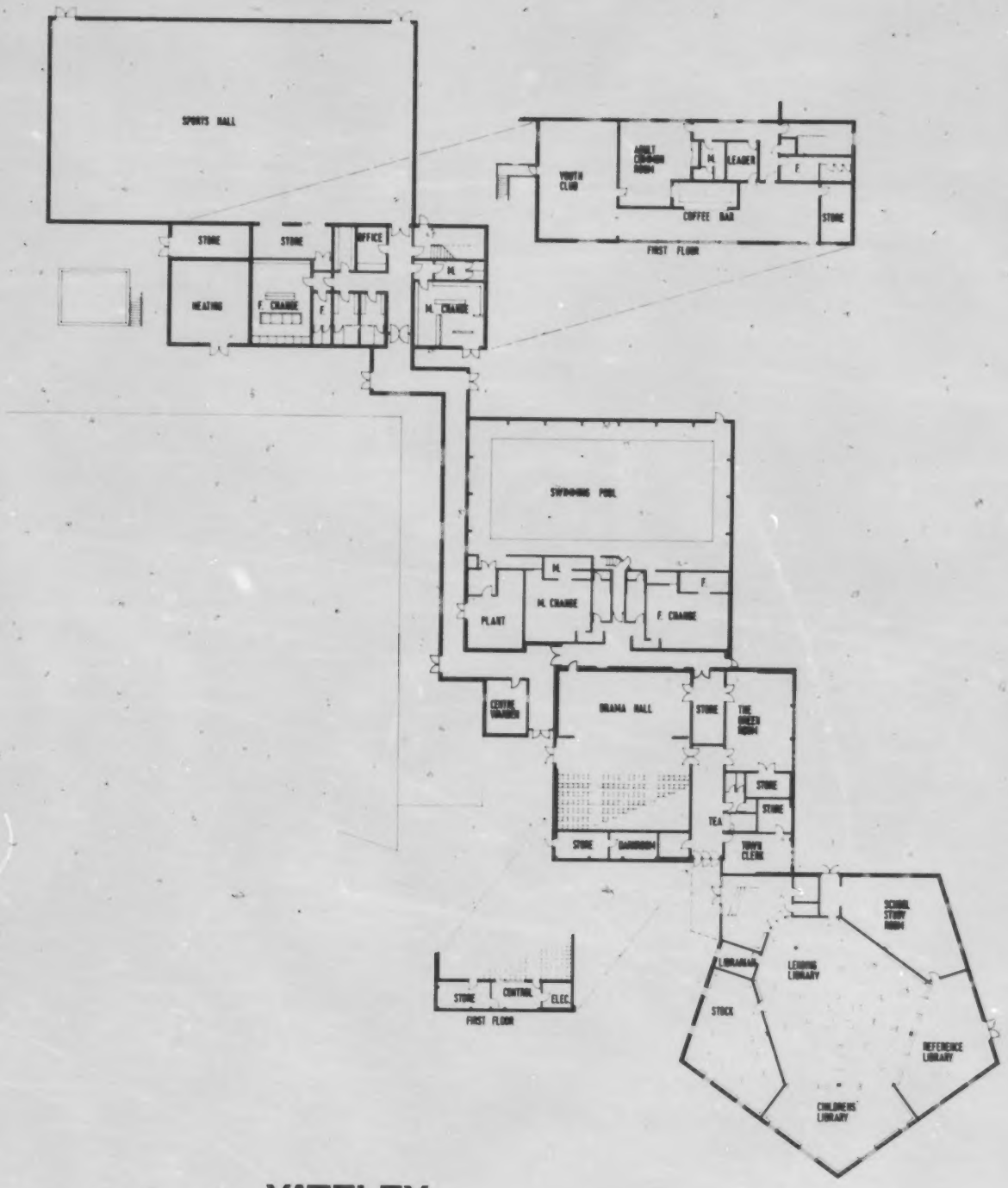
ii) House Block (Block B on Plan 2)
This block contains teaching rooms for science, English, languages and commerce on two upper floors, and on the ground floor is the geography suite, sixth form common room and three dining rooms, grouped round a kitchen. These dining rooms are also "house" rooms for the social organisation of the school, and there are three offices for the housemasters and housemistresses. There is no special provision for evening use in this block, but the house rooms are in considerable demand for activities such as dancing and drama rehearsals, as they are larger than average classrooms and the furniture can be easily moved away to give a clear space.

iii) Workshop Block (Block C on Plan 2)
A small single-storey block containing workshops for pottery, art, engineering and motor mechanics. All are exceptionally large and well equipped. No special provision is made for evening use.

iv) Swimming Pool (Plan 3)
The pool itself is 21 metres x 9.5 metres, with a maximum depth of 3 metres. The maximum number of swimmers which can be accommodated at one time is forty. No special provision has been made for non-school use, and all such use has to be organised as a club or class, with a specific number of qualified persons in charge of safety.

v) Drama Block - originally drama and music (Plan 3
This is a jointly planned block, consisting of a school drama studio, which has been enlarged to provide space and seating for an audience of 200 with a store having rear access from the swimming pool corridor, an entrance lobby with lavatories and a small tea bar, and the office and meeting room (known as the green room) of the Yateley Town Council, with a full time staff of clerk and secretary. An office for the Warden has recently been added, provided by Yateley Town Council.

vi) Sports Hall (Plan 3
This is also a jointly planned block, consisting of sports hall and changing accommodation with, at first floor level, a youth club area and adult common room, which overlooks the sports



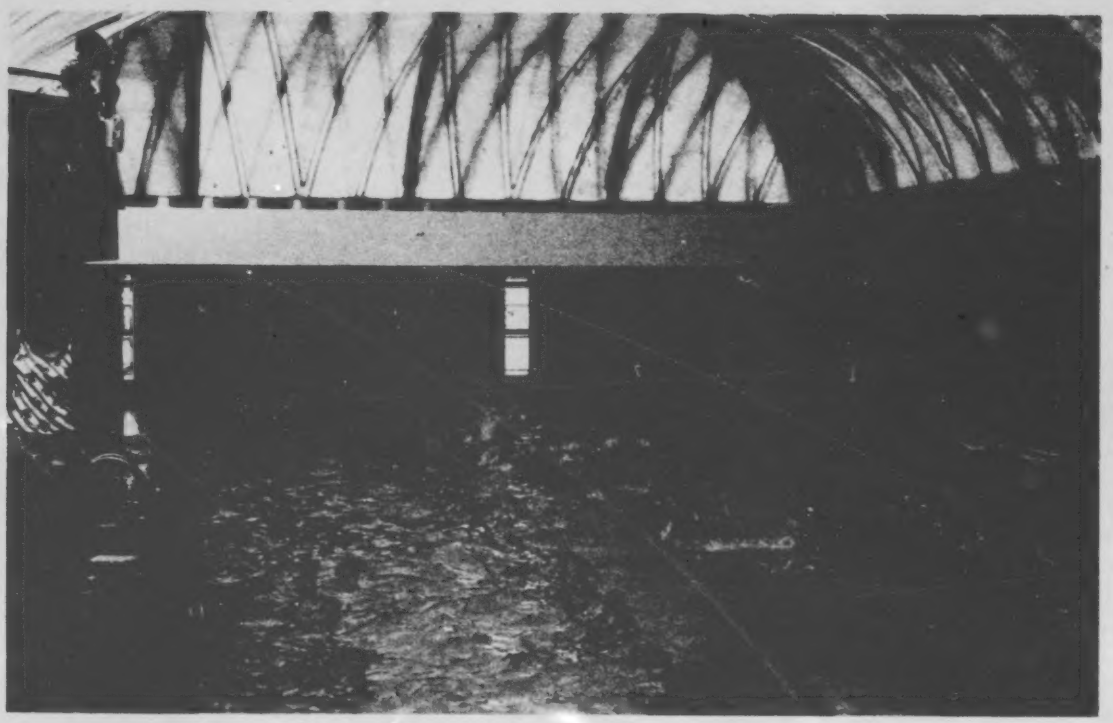
YATELEY SCHOOL AND CENTRE

0 5m 35m

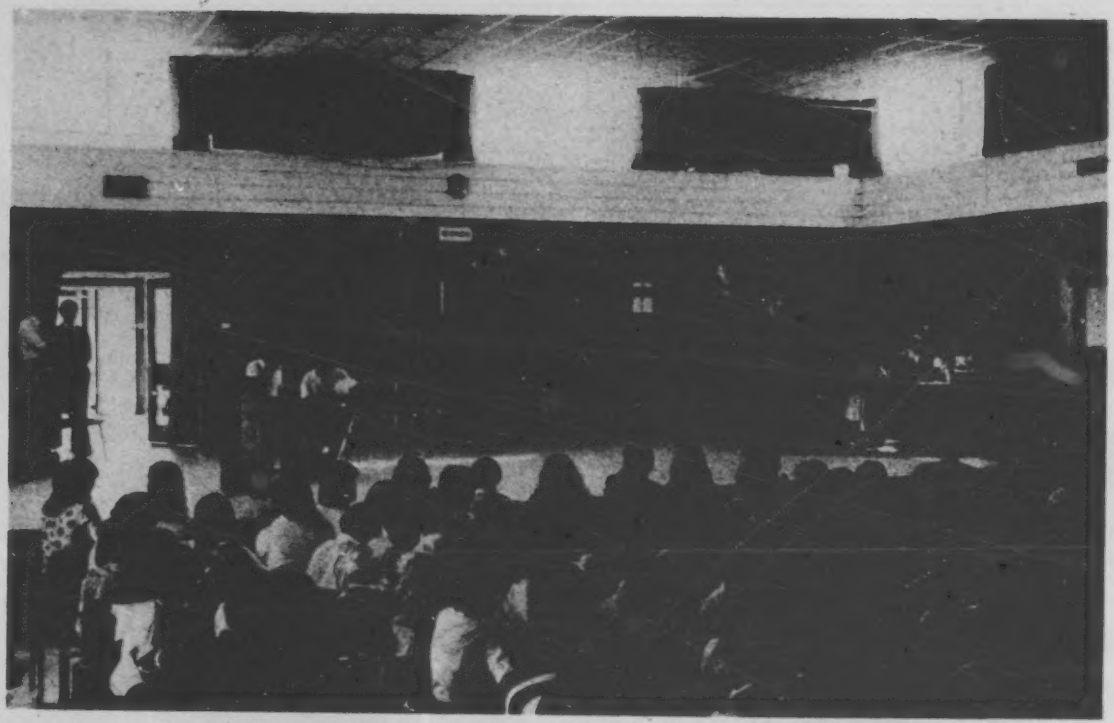
JOINT PROVISION AREAS PLAN 3

Sports hall. This is also occasionally used for large functions, dances, etc.

Guy Hawkins

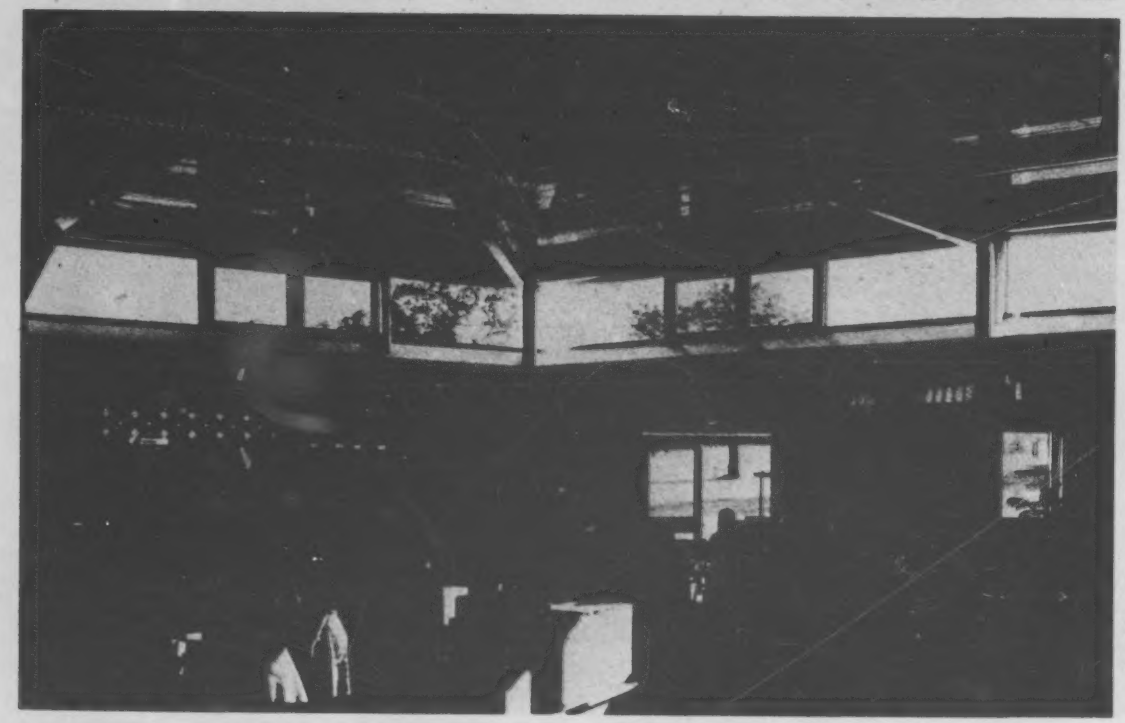


Swimming pool. This is used by a wide variety of clubs and organisations, including local primary schools.



Guy Hawkins

Main school hall. This is a flexible space, which is used for assembly, dining, drama classes, films and public performances and evening classes in movement and yoga. It is here shown being used 'back to front', the main stage being at the opposite end of the hall.

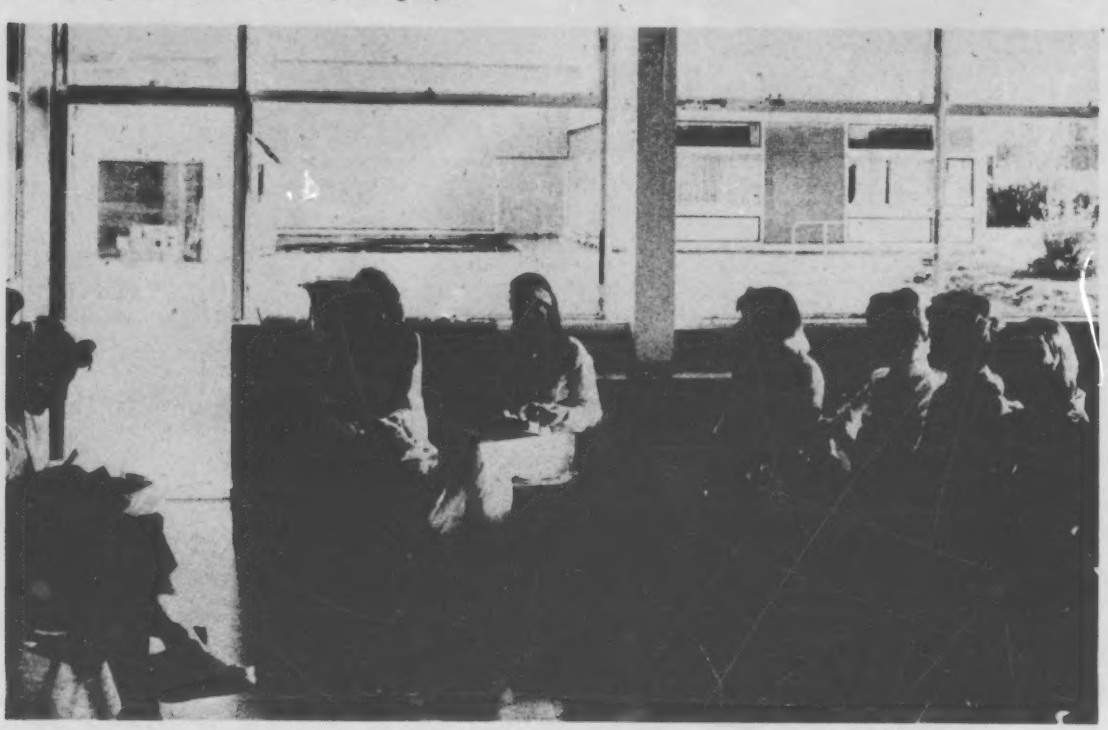


Guy Hawkins

Library. This is shared, with school pupil and adult use at the same time.

Guy Hewkins

The youth suite, here used for hobby clubs. Although originally designated a 'Youth' area, it is a general purpose social, practical and meeting area, and is also used by adult groups.



Guy Hewkins

Most teaching areas are used for evening classes, and can be hired for other uses.

hall. The hall itself is 34 metres x 18.5 metres and is marked with courts and pitches for a variety of games.

Teaching Blocks

vii) There are three remaining teaching blocks which contain rooms for music, English and other general subjects. These blocks are not used a great deal for non-school activities.

viii) Library (Plan 3)

This is a jointly planned block, for use by pupils and the general public. One room is set aside for library classes, but there are no real study facilities for pupils and the library is remote from the sixth form common room, which might represent the major users. The quality of environment and finishes in this block is very superior to that found throughout the remainder of the school - in fact "public" quality as against "school" quality. The book stock is jointly financed by the school and the library service.

Design Approach and the Needs of Co-ordination

36. The majority of the accommodation is planned purely with the needs of the school in mind. Evening use as normally organised by the Education Authority's Further Education Department, is provided for as described under paragraph 35 i) above. These provisions are purely additional: the basic accommodation is not designed in any way differently to cater for this use. No special provision is made within the heating system to permit economical partial use, and no special arrangements are made for locking and security; with less than full usage great care must be taken that excessive locking up for security does not interfere with proper ease of escape in case of fire.

37. Within the jointly planned blocks the same general policy is followed - little modification is made to the "school model" of accommodation. This may be a failure of the briefing and design process, but it is more likely that no alternative clear "shared use model" of management and organisation was available at the time of briefing.

Costs

38. Costs are given at date of commencement of building.

Facility	Hampshire County Council £	"Community" £
Phase 1	240 000 (1)	-
Phase 2	225 000	14 000 (2)
Phase 3	233 000 (3)	21 000 (4)
Phase 4 and library	170 000 (5)	-
Warden's office	-	4 000

Notes:

(1) Includes provision of adult education office and stores.
(2) Joint provision of drama hall and green room, Parish Council office.
(3) Includes £20 000 for youth club suite.
(4) Joint provision of sports hall, adult common room.
(5) Includes £60 000 for public library.

USE OF THE FACILITIES

Pattern of use, and availability of facilities

39. The entire facilities of the campus are available for shared use - different people at different times - with the exception of private offices and stores. The library is also used jointly by different people at the same time, both school pupils and general public. During school hours the only facilities available for non-school use are the green room and the library. All use except the library is organised, i.e. people attend at fixed times for specific activities. After school and at weekends and during holidays all facilities are available for school or non-school use, as arranged. At present there is very little use during the school holidays due to various practical difficulties of staffing, caretaking and maintenance.

The Organisation of Use

a) Policy and management

40. The organisational structure for the Yateley Centre, covering all non-school use, is similar to the English local government system whereby

the major policy decisions are taken by a committee of elected members. They are advised by professional officers, who also administer the implementation of their decisions. The Yateley structure is as follows:

Joint Management Committee

Members:	3 School Governors
	3 Yateley Town Councillors
	Chairman of Users Advisory Committee
Officers:	Headmaster
	Warden (Clerk to the Committee)
	Deputy Warden

The County Education Officer may be represented. The Joint Management Committee is a joint committee of the Hampshire County Council and the Yateley Town Council. The Joint Management Committee is also advised by a Users Advisory Committee and a Youth Advisory Committee representing interests as follows:

i) Users Advisory Committee

School physical education department
School staff committee
Adult education principal
Adult students
Swimming pool users
Drama space users
Caretaker
The Warden (clerk to the committee)
School drama department
Headmaster
Adult education tutors
School parents association
Sports hall users
Chairman of Youth Advisory Committee
The Centre secretary

The chairman of this Committee is automatically a member of the Joint Management Committee.

ii) Youth Advisory Committee

Headmaster
School pastoral care staff
Joint Management Committee
Anglican youth club
Catholic youth club
Police
School parents association
Centre youth leaders

Local club members
Area adviser for youth
Deputy Warden (clerk to the Committee)

41. In two areas of activity there are still some anomalies to be resolved. Adult education classes are run by an adult education principal who is chiefly responsible to the Area Education Officer, not to the Joint Management Committee or the Headmaster. This is to be changed in the autumn of 1976, putting all adult classes under an adult education secretary fully responsible to the Joint Management Committee. The library is also theoretically part of the Yateley Centre and therefore responsible to the Joint Management Committee, but at present this is actually run by the library service as normal practice with only informal contact with the Headmaster and Centre Warden. It is not known how this will develop.

42. The Joint Management Committee meets every two months to consider an agenda and report prepared by the clerk (Warden). Examples of items included are as follows:

i) Finance. At each meeting bills paid are reported, and requests include

£150 towards the cost of Town Council's new duplicating machine

£135 one year's hire of a telephone answering machine

£ 35 for lockers for the swimming pool

£ 40 for indoor hockey goals for the sports hall, to be constructed by school crafts department

£ 60 for grab rails to enable physically disabled to use swimming pool lavatories

Estimates and balance sheets from participating organisations are also examined, and overall annual budgets and balance sheets prepared;

ii) Minutes of the meetings of the advisory committee are discussed and adopted, with any action recommended;

iii) The Warden's and Deputy Warden's reports are discussed and adopted.

Note: The Warden's report is also laid before the meetings of the School Governors, and of the Town Council, as an information and courtesy matter to the two supporting authorities. The Warden's report contains notes on all special events which have taken place, and outlines forthcoming problems of many kinds;

iv) Special Reports. These may be occasionally called for on particular problems for which background information is required; a recent example was one on the organisation of discothèques which had caused occasional problems.

It cannot be emphasized too strongly that this is in no sense an amateur liaison committee, but a full committee of local authority standing, properly run, with papers prepared and circulated in advance to members.

b) Management and co-ordination of use

43. The Centre has the services of a Warden and a Deputy Warden full time, assisted by a full time secretary. Their role is to co-ordinate and facilitate use rather than to organise it. Actual activities are organised by the adult education principal (for classes), secretaries of clubs and societies, youth leaders, or ad hoc committees for special functions (see below e.g. New Year's Eve ball, arts festival). The staff also advise users and potential users, handle all publicity and public relations, and deal with any immediate problems.

c) Finance

44. The Centre, through the Joint Management Committee and the Warden, deals with all non-school finance except the library. The annual budget is at present about £ 20 000, with a net turnover of about £14 000, leaving about £7 000 in the bank earning interest all the time. About £7 000 is paid to the County for caretaking and adult education charges, and about £10 000 is received for these same items from users, giving a profit on use of £3 000 per year. The remaining money is received and spent on small items with the exception of the major social event of the year, the New Year's Eve ball which is planned to break even, with a budget of about £2 000.

d) External relations

45. One of the principal duties of the Warden is to keep the public informed about the activities and opportunities of the Yateley Centre. At present only the swimming pool and sports hall are fully booked at all times, and there is ample space for new uses elsewhere. The Warden also attempts to liaise with all other community services in the area, both statutory and voluntary, to discover possibilities for new ventures, or mutual aid opportunities. One of the chief outlets for publicity is the library, where there is a Centre notice board, as this is the only facility on the campus where people go without already knowing of Centre activities.

Close contact is also maintained with local newspapers.

e) Caretaking and cleaning

46. A caretaker must be on site whenever the buildings are in use, for general custodial duties. School caretakers are employed on regionally negotiated terms which do not adequately cover the long hours required by the Yateley situation. The caretaker may work overtime, and get paid for it, but does not have to; he could shut up the premises most evenings and all weekend and be perfectly within his rights. At present the situation is maintained as the caretaker is willing to work long hours and earns a good deal on overtime pay. The caretaker is also in charge of cleaners. Cleaning must be much more frequent in this school with many users and long hours of occupation, so many "unsocial" hours must be worked, which presents constant difficulties. The cleaning staff number 50, all part-time. No simple and fair formal solution can be seen to these problems at present.

Activities and Users

a) School use

47. The school operates in a fairly conventional way, and its daytime use does not impinge at present on Centre activities. The exception is the library (see below). The school also has certain evening activities - plays, concerts, parents evenings, etc. - which have no special priority over non-school activities. This makes it necessary for all users to plan their activities well in advance if they wish to be sure of obtaining the room or hall they want on the evening of their choice. In practical terms, the joint planned areas do not offer pupils significantly more for either curricular or non-curricular activities than they would have had in any case, and the impact of the Centre on their lives so far appears to be minimal.

b) Adult education classes

48. These traditionally form the bulk of non-school evening use. In a survey conducted in May 1975 approximately 350 people attended evening classes at Yateley Centre, being 15 per cent of total usage that week. In February 1976 during the week of the field study there were 52 classes organised on four evenings (none on Fridays) implying at least 750 users. In addition, there are three daytime classes in the green room. The subjects covered include mathematics, geography, languages and typing to examination level (General Certificate of Education 'O' level) and a typical range of leisure subjects: cookery, dressmaking, keep fit, yoga, swimming, badminton,

pottery, motor maintenance, guitar, woodwork, ballroom dancing and upholstery. Users are generally local, and many are parents of children in the school, but a small proportion come from further afield to classes not available nearer their homes.

c) Clubs and societies

49. These cater for enthusiasts sufficiently skilled in their arts not to need a class or tutor, but who need to meet. This category of users was not separated in the May 1975 survey, but during the week of the field study there were 39 club bookings, implying perhaps 800 people. The majority of these bookings were for the sports hall or swimming pool, and include scouts and brownies, school parents association, and Red Cross cadets, as well as clubs for swimming, life saving, football training, golf practice, badminton, hockey, gymnastics, netball and cricket practice. non-sporting clubs, who occupied various rooms around the campus, included camera club, folk dancing, women's club, drama rehearsal, social service volunteers, film society, and a women's society. All these groups organise themselves, they are not run by the Centre, and this is a corner stone of Centre policy. The Centre provides the premises at a reasonable charge, and can also provide slide and film projection, pianos, video recording, and central refreshment areas.

50. The charges for hire of various facilities at February 1976 were as follows:

Facility	Hourly rate £
Sports hall	3.00
Main hall	2.00
Drama hall	1.50
Youth suite	1.50
Green room	0.75
Tennis court (outdoors)	0.30
Lecture room	1.50
Classrooms	0.50
Other facilities	**Per session (not per hour)**
Piano, projector, tape recorder, etc.	0.50
Stage lighting	2.00

Hire of the swimming pool is at different rates according to whether the users are adult or a junior club. The Centre may lower hire charges temporarily for new organisations, to give them a start, and the Warden offers advice on constitutional and legal matters, whether insurance is necessary, etc.

d) Daytime use

51. The only room available for activities during the day is the green room adjoining the drama hall. Three regular daytime adult classes are held and the Town Council also uses it for its own council and committee meetings (some of these take place in the evenings as well). Various other groups also use this room during the day, for example adult literacy scheme tutors meet there regularly.

e) Special events

52. The premises are widely used, especially on Friday and Saturday nights, for social events, dances, discothèques, and parties. Numbers attending would be varied, but could involve up to 500 people each night (an overall average would be nearer 100).

f) Youth club

53. There are youth club activities every evening except Sunday. Most of these take place in the youth club suite, but the sports hall and swimming pool are also used on one evening a week. Membership is for anyone over 13 years old, but in practice few over 16 attend. The aim of the youth club, which is run by the Deputy Warden with volunteer help, is to provide definite activities - they have neither suitable premises nor staff resources to run a "free" club; in any case the Catholic Youth Club in the village is run on this principle. Attendance on 5 evenings during the May 1975 survey was 270 people in total - 14% of all users of the Centre that week.

g) The library

54. The public library is open to the public every day from 10.00 hours until 17.00 hours on Mondays and Wednesdays, 19.00 hours on Tuesday, Thursday and Friday, and 13.00 hours on Saturday. The total bookstock is around 20 000 volumes. There are plans to open a record library, but lack of finance is hindering this at present. A separate area is set aside for a children's library. The busiest time is between 15.00 hours and 17.00 hours most days, when parents change their books as they meet their children from school, but the evenings are also busy as many men do not arrive home from work until late. The stock of books is financed by both the library service and the school. School pupils may use the library at any time for study purposes in small numbers, and library staff have a particular responsibility to assist with project work etc. The sixth form find this particularly useful as they can easily order any special books they require from other libraries or the central county stock.

Pupils' "leisure" use of the library is carefully controlled - one year of the school may use the library at lunch time on one day of the week. This sometimes means considerable crowding, especially on wet days, and members of the public might be put off coming at this time, but so far have not been. Library staff and the school watch this situation carefully to ensure that one group of users does not conflict with another. The school room adjoining the library is intended as a study area, but its atmosphere and furniture are those of a classroom, and not suited to individual study; its use is mainly for younger groups or classes of various kinds for which the library could be useful.

h) Statistics of utilisation

55. During the week of 22nd April-2nd May, 1975 a complete survey of activities in the Centre was carried out and is reproduced below. The categories do not correspond with the paragraphs above.

Day	Adult Classes	Youth Club	Community	Sports Hall	Swimming Pool	Total
Mon.	150	-	40	-	40	230
Tues.	60	110	20	60	40	290
Wed.	80	20	140	70	130	440
Thurs.	60	10	360	90	40	560
Fri.	-	90	70	-	70	230
Sat.	-	40	170	-	180	390
Sun.	-	-	20	20	200	240
Totals	350	270	820	240	700	2 380
% of Total	15%	14%	33%	10%	28%	

Notes:

i) "Adult classes" includes those using swimming pool and sports hall.

ii) "Community" covers all other clubs and societies, functions, etc.

56. An analysis of users attending adult classes was carried out in January 1976 and produced the following broad features descriptive of users, which may be similar for Centre activities other than adult classes:

Residence

Yateley Parish 70%
Blackwater and Camberley (nearest larger town) 13%
Others 17%

Sex

Male 32% Female 68%

Age range

Under 18	10%
18 - 30	46%
31 - 40	36%
Over 41	8%

How student discovered class

From a leaflet	36%
From the library	19%
From a friend	41%
Other means	4%

These figures, taken with the statistics of utilisation, give general picture of an overwhlemingly "young adult" use, biased towards active and sporting pursuits. This may be a natural consequence of the pattern of population in the area - generally young families - of other facilities, and of the "self-help" policy of the Centre.

Part Two

COMMENTARY

THE EVOLUTIONARY APPROACH

57. The first buildings on the Yateley campus opened in 1966. They were designed as the first instalment for 450 pupils aged 11-16, of a conventional secondary school with modest provision for some evening classes. By the time of this case study, in February 1976, buildings on the campus had grown to accommodate 1 840 pupils aged 11-18 during the day, and were being used by between 2 000 and 4 000 adults and young people per week in the evenings and at weekends for a wide variety of educational, social and recreational activities. The facilities available include jointly financed public library, drama and sports areas, and the Town Council office and meeting room. All these, and the entire school with the exception of private offices and stores, are available for use by the local community outside school hours and all non-school activities and use are co-ordinated by the Yateley Centre Organisation staffed by a Warden and Deputy Warden, set up independently of the school but with strong personal and constitutional links to it, and responsible together with the Headmaster to a Joint Management Committee of School Governors and Town Councillors. Unlike most of the well known "community schools" or "joint provision schemes" in England, these radical changes in the aims, management and relationships of school and community activity have not been called into being all at once as a result of high level policy or political negotiation, but have been slowly and carefully built up over the years in a process of mutual exploration and education, in response to needs and opportunities as they arose, largely by the people on the spot with support from higher authorities.

58. The history of the development does not reveal the presence of any clear ultimate objectives in the thinking of those concerned at earlier stages, and only today can any general patterns and structures be discerned, but there were strong underlying general feelings in the people and organisations concerned and several particular local factors which have given direction and force to the development.

59. The modern village of Yateley has grown like a mushroom from a population of 2 000 people in 1962 to 18 000 in 1975. Development consisted entirely of houses, and until fairly recently, communal facilities were no more than the old village had possessed - several churches and pubs, half a dozen shops and a village hall. The primary school was old and overcrowded, the secondary school old, overcrowded, and five miles away in one direction, and the nearest shopping, health services, libraries and swimming baths five miles away in the opposite direction. The village is purely residential, public transport poor and the majority of wage earners drive to work by car - many to London Airport and other high technology industries some distance away - leaving mothers with children in school isolated at home during the day. The new inhabitants were mostly ambitious, young families who had moved out from older, but perhaps decaying areas of outer London where they had enjoyed a developed social life and a wide range of facilities. Yateley offered them a nice new house but nowhere to go and nothing to do, beyond the garden gate. Their expectations were higher than this and they began to complain to the local authorities.

60. The role of the new secondary school in meeting these needs and aspirations across a wide spectrum was initially formed by the ideas of two men. The Chairman of the Governors of the old secondary school, which was to be replaced, was also a member of the Rural District Council Planning Committee and was fully aware of the situation developing in Yateley. He foresaw that the provision of conventional kinds of community facilities would be very slow and that the new school would have to make itself of much greater service to the village than purely as a school. He put this point personally to the County Deputy Education Officer and urged that when the new Headmaster for the school was selected, this idea be strongly stressed. In doing this he was following his own instinct and appreciation of the situation, and was probably not to any great extent aware of nationally current ideas of "community schools". His ideas corresponded exactly with the Deputy Education Officer's views about the role of a school, and they were fortunate in being able to select the present Headmaster who felt similarly, and who came from another education authority where he had gained some experience in this field. Thus, from the start three key people were in agreement about an outward-looking policy for the school. It is, in our opinion, most significant that although the general idea was unanimously held, it was admitted by all three to be only of the most general kind, with no ideas for detailed development pre-conceived. This meant that they could be very flexible in their approach, responding to needs and opportunities as they arose, as long as they contributed to the general philosophy. The campus today

can be fairly considered as the product and reflection of these pressures and possibilities rather than the pursuit of a precise ideal, and it is chiefly for this reason that it is of interest as a case study.

THE MANAGEMENT OF MULTIPLE USE

61. Over the years since its inception the Yateley campus has progressively developed, rationalised and unified its arrangements for efficient multiple use of its premises. The more intensively buildings are used, the more important it is to organise timetabling, finance, maintenance, cleaning, supervision and security into an efficient and reliable system. Apart from the direct disruption caused by a mistake or breakdown of the system, the idea of multiple use can never be fully accepted or successful unless the service it offers is as suitable and efficient, but more economical, than that offered by single function premises. Again, the more variety there is in the types of use and users, then the more unified the overall system of management must be to promote efficiency and to prevent anomalies and injustices without becoming restrictive. Yateley has achieved varying degrees of success, and while in some areas this success is the result of soundly constituted arrangements, in others it is still too fundamentally reliant on goodwill and personality. Matters which relate primarily to non-school use, for example booking of premises and charges, have been brought to a high degree of unification and efficiency and are firmly established, while matters which cover both school and non-school use, such as cleaning, caretaking, maintenance and security, are still problematical. There are fundamental difficulties involved here as there is a county-wide system for caretaking and cleaning which is conceived in terms of a "normal" school and which forbids special local agreements, which appear to be needed in a combined campus of this type. This problem awaits solution and until it is solved success depends on a great deal of goodwill, and quite a lot of "rule bending" and "turning of blind eyes".

62. Difficulties are still also experienced with regard to financial auditing, which requires that expenditure be carefully categorised, while efficiency, economy and the nature of the evolved institution suggest that it should be unified and flexibly administered. An area of possible increased efficiency currently being examined is the unification of all clerical work across school and non-school functions. At present clerical staff are employed separately; by the County for the school work and by Yateley Town Council for the Centre, at different scales of pay, and with

different conditions of employment. To create a common service department, with all staff doing any work as occasion demanded, would involve removing these differences, and the County would be extremely unwilling to make any special provision for a situation which is at present unique - their own administrative efficiency demands uniformity of such matters throughout all its schools.

POLITICAL DEVELOPMENT

63. A large complex of facilities, for activities and users of many kinds, operating long hours, not only needs management to keep it running smoothly, but also a means of deciding policy - a government. If they are to be truly community facilities, the community must have a voice in such Government. However, most English "community schools" do not, and cannot, provide for this, and remain fully under the control of the Education Authority, through Headmaster and Governors. There is obviously a risk that such a system could become paternalistic or arbitrary, and would be seen by the community as part of a general tendency for "authority" to take over and organise, however benevolently, more facets of social life. Obviously, jointly financed facilities cannot be run in this way, and the most usual method of sharing control between the Education Authority and the other contributor is to plan a joint provision block separate from the remainder of the school. The school part remains always under school jurisdiction, while the joint provision block is controlled by the school during the day, and by the other participant in the evenings and at weekends. To separate school and community activities in this way for apparent administrative convenience obviously does not accord with the "community school" idea and is usually only appropriate for simple sports facilities. It has many practical disadvantages - the separation gives natural scope for misunderstanding and antipathy to develop, and can inhibit the growth of activities that do not conveniently fit into one or other compartment.

64. The third possibility for government of shared school and community facilities is to create a joint committee with overall control of policy, having members elected from the various participants. To allocate voting rights or seats proportionally to cash input could in most schemes give a permanent and crushing majority to the educational interest, which would not achieve anything. A more even division of power runs the risk of deadlock, but in any case the success of such arrangements depends more on the political maturity of the persons involved than the balance of sheer numbers.

65. The governmental and managerial systems developed at Yateley are of interest for three reasons: first, the government and management of non-school use is unified over the entire premises, not just the jointly financed areas; secondly, the policy and management functions are separated, with policy determined by elected laymen, not professionals; and thirdly, the representation on the policy body (known perhaps confusingly as the Joint Management Committee) is equally divided between the two "owners" of the premises, even though the proportions of capital contributed by each are very far from being equal.

66. At Yateley capital finance has come from five separate "pockets", three of them within the County Council but only two of these, the Education Committee of the County Council, through the School Governors, and the Yateley Town Council, are represented on the Joint Management Committee (which is in fact Government rather than Management). Of the other three "financiers", one was a grant from the County Council under the physical Training and Recreation Act (1938), which carries no continuing obligation; one from the Library Committee (at the time part of the Education Department, more recently part of the Recreation Department), which did not feel the need to formally participate in policy in this way; and the other was from the Hartley Wintney Rural District Council, the intermediate level authority prior to local government reorganisation, which was prepared to make a financial contribution, but felt that local interests were best represented solely by the Town Council, and did not wish to be involved any further themselves.

67. When agreement had been reached on the first phase of joint provision - the music and drama block - discussions were commenced on government and management, allocation of running costs and charges, etc. The initial proposal by the County Clerks (Legal) Department was that control of the jointly financed areas be vested in the school during the day, and in the Parish Council in the evening. However, the possibility of anomalies immediately presented itself: the Parish Council would wish the area to be used for evening classes, organised through the school, and the school would also like occasional evening use, while the Town Council would need some daytime use of the music room. The Deputy Education Officer proposed instead that there be a joint management committee equally representing Town Council and School Governors and including the Headmaster, to control all uses of this accommodation. This proposal was discussed and the Headmaster felt that he should not be a member of this committee, but an officer responsible to it. Thus, he would remain an independent professional, to advise only, and the voting would be entirely in the hands of

the elected representatives. This distinction appeared to him - as it does to us - as crucial to the development of the political philosophy of Yateley, and to a credible role for the Headmaster: he had to act, and be seen to act, in as impartial a manner as possible with regard to joint use, and not to stand on the side of "the big battalions", while being able to put his view as the chief professional educator concerned with as much weight as he felt necessary. Naturally one may conclude that his own appreciation of this situation is more of a guarantee of his acting in an appropriate way than the actual constitutional arrangement. Officers can very often sway committees if they wish; nonetheless, the definition is important.

68. Equally important perhaps was the determination at this time of Yateley Town Council to ensure that they could not be out-voted on this committee; the political equality had to be real, irrespective of the finance. This was accepted, though it may be noted that later the Chairman of the Users' Advisory Committee was included as the seventh member of the Joint Management Committee, and thus the possibility arose of the Yateley Town Councillors being out-voted - presumably by then an acceptable risk. The legal document, usually and hereafter referred to as "The Heads of Agreement", embodying the constitution of the Joint Management Committee, and the arrangements for sharing times of use, running costs and cleaning and caretaking responsibilities, was still under discussion when the joint use drama and music block came into use. Phase three of the school building, a sports hall and youth club suite, was now firmly programmed and the Yateley Parish Council decided to participate here also in joint financing, by providing an adult common room, and a better standard of floor in the sports hall. The same Heads of Agreement were to apply to this entire block, for which the pattern of use would be much more complex than the previous one.

69. With this proposal, it was obvious that the "community" side of the campus was developing to an extent which warranted full-time management, and the County Education Authority, by this time fully convinced of the interest of the Yateley Parish Council and their willingness to participate fully, offered the appointment of a full-time community Warden, to be paid by the Education Authority but responsible to the Joint Management Committee, and a completely locally controlled system of finance and management for all non-school uses and functions as had been developed successfully in one other school in the county. Under this arrangement the Joint Management Committee would be responsible for the entire premises out of school hours, not just the joint provision areas, and would be able to set their own charges for letting and for evening classes,

paying fixed amounts back to the county. By this means management would be unified, avoiding conflicts and anomalies, efficiency would be increased by decreasing the number of authorities involved in the normal running, and local powers of control over affairs would be greatly increased, giving flexibility and political independence. The suggestion was accepted immediately, not without some wonderment - for how often is independence offered before it is sought? Thus, the Yateley Centre was created, and to match the county's appointment of the Warden, the Yateley Parish Council appointed a full-time secretary to assist him. The simultaneous appointment of a Deputy Warden with particular responsibilities for youth work brought the organisation to the form it is today. The flexibility and appropriateness of the system was tested successfully late in 1975, when national economy measures severely curtailed the number of subsidised evening class hours that were available. After discussions with all participants the Centre was able to raise the fees charged and continue as before with classes.

70. The analysis of any political system is beset with the difficulty of differentiating whether successes or failures are due to the nature of the system or to those individuals who operate it. Cases are known of joint management organisations not dissimilar to Yateley where conflict and dissension are more frequent than agreement. How durable will the system be in tolerating change of personnel, which will inevitably come? What is the balance between political and managerial functions, and how is their future development related? The situation of the Headmaster, and the separation of political and professional responsibilities has already been referred to as notably important; there is again little doubt that the Yateley Parish Council would not have accepted the appointment of the Headmaster as supremo of the whole complex, as is the case in other schemes in other places - they demanded that the political principle be right and were flexible about practical matters.

71.. One might again comment on the fact that the partners in the body politic are the Education Authority and the third-tier of local government - not the District or second-tier. Yateley School Governors are only concerned with Yateley School, and Yateley Town Councillors only with the Yateley Centre; the geographical area of their concern is similar, while to a District Council the demands of Yateley would have to be considered in relation to other parts of the District, so politics on a broader scale would have entered the Joint Management Committee. On the other hand, in many parts of the country the third-tier authorities are weak, politically ineffective and considered by many people to be quite useless and

unnecessary. Yateley happens to be politically active and was also fairly rich; it enjoyed a capital gain some years ago by the sale of common land.

72. Finally, one other political matter is worth reference: the comprehensive reorganisation of secondary education was never a political issue in Yateley. The population was new, young and probably unprejudiced, and there was no historical situation to be fought over. The school opened as bilateral,(1) and its new Headmaster had been 15 years in comprehensive schools. The change to being comprehensive was hardly noticed. Absence of this issue, which has torn many communities over this period, was indeed a flying start to any venture involving collaboration and trust.

THE DEVELOPMENT OF JOINT PROVISION IN BUILDING

73. The capital cost of the Yateley campus is overwhelmingly educational; the use of it today is nearer half organised by the school and half organised by the Yateley Centre. From the community's point of view a little has been made to go a long way, but the buildings are basically school buildings to which small additions have been made by joint planning, as and when the opportunities arose; and the administrative procedures used in planning have been those of school building, including the approach to joint provision. The scope of joint planning demonstrated by pioneer examples was acknowledged by a Department of Education and Science circular to Local Authorities in 1964 which suggested that education authorities, when proposing to construct a new secondary school, should approach the District authorities and other possibly interested parties and discuss the possibility of joint financing for joint use. At this time proposals were mostly in the field of recreation - sports halls, swimming baths, etc. - and Hampshire had made a number of overtures to other authorities between 1964 and 1968 without very much success. The idea was considered too novel and difficult to work, and the lack of trust which unfortunately often exists between authorities inhibited agreement.

74. In mid-1968 the Education Department approached the Hartley Wintney Rural District Council, noting that the second phase of the development of Yateley secondary school would include a swimming pool, and offering to discuss joint financing to provide an improved pool for public as well as school use. These discussions failed after about four months, for the

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1) Bilateral school: an infrequent form of school, combining "Grammar" and "Modern" departments on the same site.

chief reason that it would be expensive to upgrade a school pool to public use standard, there could not be much actual public use in the day time during term, and that maintenance and running costs would be high, reference to costs of schemes in other parts of the country were discouraging on both counts. (It has since been generally realised that this is the case, and joint pools are only undertaken by rich and confident authorities, in more urbanised situations; so the pool was probably a bad starting point for the Yateley project.) Two further reasons are referred to by those involved at the time: the lack of trust between the parties concerned, and misgivings by Hartley Wintney Rural District Council about putting a lot of money into one end of their district; the sum of money needed meant it would have to be considered an asset to the whole district, while geography meant that it would naturally only be conveniently used by Yateley people.

75. At this time also there was a proposal to site a health centre adjacent to the school. This also failed after little discussion, for reasons which are not clear, but to the regret of all concerned since. This proposal would not have involved joint use, or joint financing, but would have had many advantages of convenience to the community, and liaison between health and education services. One suspects that nobody really tried hard enough in the discussions - other matters were pressing to all parties at the time, and the potential was not fully realised. Such opportunities, once lost, can never be regained. During this period, in Hampshire and nationally, there were many more opportunities abandoned than ever came to fruition.

76. During the ultimately abortive discussions between the Hampshire County Council and the Hartley Wintney Rural District Council it was noted that the Yateley Parish Council were attempting to provide a community centre for Yateley, and had sought grant aid from the County Council. The Parish Council were invited to join the discussions on possible joint provision, which were widened to include the possibility of participating in provision of other areas within the school, such as the drama and music block. The point was also put that there would be later additions to the school as the population increased, and further opportunities for joint provision would arise, perhaps in a sports hall. The Chairman of the Parish Council was convinced that such an approach would allow the provision of social and recreational facilities for Yateley, which the community centre idea was intended to do, at a cheaper cost, and without the heavy burden of maintenance and running costs. (Many such community centres do suffer from under-use and are a continuing source of loss to the authorities

which own them.) The staged programme would also allow a small beginning, leaving time for consideration of later action.

77. The Chairman of the Parish Council thus became the fourth main protagonist of joint planning and joint use, and persuaded his Council, and Yateley community, to make an immediate and decisive response to the County's offer. This was very necessary, as the time taken in considering the swimming pool idea had eaten into the time available for design, and the building programme could not be delayed to allow lengthy discussion. In fact, the drama and music block was finally built by variation order after the contract had been let. Five sources of finance were involved (paragraph 66), but obtaining and co-ordinating the finance does not seem to have been a problem at this time. Rapid and decisive action was a vital element in seizing this opportunity, another was that a high degree of trust and personal rapport was quickly built up between the Education Officer, the Chairman of Governors, the Headmaster and the Chairman of Yateley Parish Council, which enabled them to put confidence in the other parties not backing out at the last minute. There had been (and have continued to be all over the country) a number of cases in Hampshire in which an authority having been approached by the County regarding joint provision had got to an advanced stage of negotiation and then withdrawn, perhaps involving considerable abortive design work, and delay in starting the job. Most joint developments still operate under this sort of arrangement (or non-arrangement) as those involved are convinced that projects must proceed by true consent, and that attempting to keep agreements of this kind against the will of any party would be counter-productive and prejudicial to the success of the venture. Phased construction is often considered one of the greatest difficulties in the design of secondary schools, and its physical effects in this case will be reviewed later; but in terms of joint planning it would seem to have been extremely convenient, allowing the minor partner to begin with a small commitment and continue or stop as confidence, success, finance or need determined.

78. The detailed decisions about what needs or functions were to be satisfied by the joint provision block, and the form the building was to take, were admittedly rudimentary and unscientific. Those responsible were extremely close to popular feeling, confessed a certain distrust of surveys and feasibility studies, and in any case, the area for manoeuvre between what the school would provide and what extra money could be afforded was strictly limited. Neither was recourse made to looking at already existing examples of "community schools" for ideas - several joint provision schemes were operating by this time in other parts of the country, and others were on the drawing board. Such visits

may not only offer new ideas but are an ideal opportunity for prospective partners to develop their relationship by discussion of the shared impressions and conclusions, seeing how other people have done it. Yateley offers little for guidance in the joint planning of buildings, other than a restatement of the obvious: the need for prospective partners to develop trust and candour in their negotiation, and to act decisively when necessary.

DEVELOPMENT OF POLICY AND FUNCTIONS

79. None of the main participants in the Yateley campus has, in its own field, very clear definitions of what it must or must not do, or can or can not do. A school may undertake almost any function it sees fit, provided it can carry the support of parents and governors, and does not come into conflict with any other body. A Town Council has certain statutory functions, may do any number of others for the general good of its citizens; it may act itself, or it may put pressure on more appropriate authorities to act in particular cases. The library service is at liberty, in a similar way and within financial limitations, to promote related services to the community in the fields of information and recreation. Therefore, Yateley Centre has never set down on paper a fixed group of aims or services offered. Its general aim is to serve the community in any way it can, and this is largely by providing premises and certain support services for a variety of functions which may change and fluctuate, and which are largely organised by the participants. It acts as facilitator, co-ordinator and communications centre, advisor, and to some extent as "animateur" to encourage people to do things and organise things. Its general image is one of favouring self help, and its natural orientation is towards activities rather than people. It just does not have the resources to perform personal or social services, or to do much in the way of going out to discover needs and deficiencies within its area; this must be done by others, supported perhaps by the Centre. This is not to suggest that the Centre staff sit around all day waiting for something to turn up! As resource manager the Centre makes bookings for accommodation, collects fees, arranges caretaking and cleaning. As controller it checks that uses are responsible, properly organised, non-commercial in nature and acceptable to the Joint Management Committee in matters such as indemnity insurance, presence of qualified supervisors in the swimming pool, adequate security and control at discothèques. As communications centre and adviser it can tell enquirers where to obtain a service of some kind; whether a

club or organisation for a particular activity exists at the Centre or elsewhere in the district; how to set up and constitute a new club or group. It also deals with publicity for users and co-ordinates matters of mutual concern to users through its Users' Sub-committee and Youth Sub-committee.

YATELEY CAMPUS TODAY - PLANNING, DESIGN AND USE

80. The Yateley campus was located, planned and designed primarily as a secondary school and, therefore, the critical analysis of these factors is related to its manner of use today, not to the assumptions of its design, which are no longer applicable.

a) Location and urban planning

81. The location of the secondary school campus in Yateley was determined principally by the development plan and town map prepared in the early 60's for the expansion of the village. The County Education Committee bought a large site, well in advance of need, to provide space for a large secondary school and infant and primary schools. The old village was of conventional linear pattern straddling the main road and all the older buildings, and what common facilities there were - churches, pubs and a few shops - are on this road. The campus is about half a mile away from this road, separated from it by Yateley Common, an open, public piece of land. Housing development has now completely surrounded the campus site. Housing density in the immediate vicinity is "suburban", but the school catchment area includes wide rural areas, so that seven school buses are needed for pupils morning and evening, which have to park on site. Access to the site is from a road of residential area standard, and there are in fact houses immediately opposite the school. Only recently has the public bus service been extended to the school gates.

82. It is considered almost axiomatic in "community school" planning today that the premises must be planned centrally to its community; for practical and symbolic reasons it is usually thought that it should be flanked by the church (for historical reasons), the pub and Woolworths. As a reaction away from the school surrounded by its moat of playing fields on cheap land outside the town, this is fair comment, but the realities of centrality and convenience at Yateley are a little more complex. Most people spoken to felt that it really ought to have been nearer the centre, without being able to say where the centre was - apart from along the road! A large school in a very public and popular position does create

problems for the Headmaster because of the large numbers of pupils moving at the same time; either they overrun the place or very restrictive measures have to be imposed to prevent this, unless the design is extremely well developed with these problems in mind. The pupils walk, cycle, come by bus or are sometimes brought and collected by parents, and its geographical siting does not affect them much. For their evening use the public buses are inconvenient, and cycling along main roads at night dangerous, so the parents arrange car rotas for youth club nights.

83. The chief adult use in the daytime is at the public library, and some people still feel that a more central position would have had advantages outweighing its combination with the school. As it is, it is convenient for mothers collecting their children from the adjoining primary schools - and this is its busiest time - but less convenient for most others. Many women at home are left without a car during the day, and the whole structure of Yateley, and its position in relation to major centres makes life without transport sometimes difficult, and inevitably restricted. A special coach service is operated twice a week for old people to visit the library, and this brings in people from country areas who would not have been able to use a library unassisted, wherever it was situated. It is interesting to speculate whether such a bus service would have been thought of if the campus had been located in a more obvious position.

84. Adult evening use depends on cars, and this is the normally accepted modern pattern of life; we forget about those who have not got cars - the young, the old and the poor - or assume that they would not live in a place like Yateley from choice. People do in fact come from considerable distances to Centre evening activities, and no doubt others from Yateley may go far for special pursuits - once you get in the car one mile or ten is a matter of cost, not convenience. One user of the campus commenting on Yateley in general said "it was alright with petrol 30p. a gallon - at 70p. a gallon it starts to break down". These are general practical problems of urban planning, not particular to Yateley Village or campus. At the density at which Yateley is developed it does not seem to be significant where the campus is; it would always be convenient for those with transport, never for those without. Symbolically, however, nearly everybody spoken to thought it should be on the main road where the pubs, church and shops are, even if unrelated to them. Psychologically also, the main road divides the village into two halves and unites it to its farther reaches, such as the village of Blackwater, also in Yateley Parish. A main road siting of the campus would make a better mental "picture" of unity rather than division.

b) Site development

85. The campus site lies along the access road, and slopes fairly steeply upwards away from the road. The layout of the buildings is in a loose line along the road frontage, because of the slope, and for economy of access. The first phase of the secondary school was rather hastily programmed, and an existing design was re-used without modification for this part. One unfortunate consequence of this (the detailed history of these decisions is not known, we are deducing from what appears on site), is that the main entrance doors, which lead to the school enquiry office, assembly hall, staff room and Headmaster's room, are not very obvious from the road - they in fact face sideways to the road. For economy in on-site roads the school meals kitchen is placed immediately adjacent to the road, with the delivery yard leading off the main entrance to the site. This is a fairly common planning feature used in schools, but the overall effect depends a great deal on sensitive handling and detail. Here the problem is not well handled, the visual effect is rather "back-doorish" and confusing; the stranger, particularly in a car, is confused as to where he should park, or where the entrance is.

86. There is at present no public sign posting at all, though an illuminated map of the campus is planned. Several people spoken to expressed their general dislike of sign posts; this is rather common in England and people associate sign posting with army camps and zoos - rather derogatory comparisons. Another more apt analogy would be with the modern hospital where sign posting is vital and fairly well handled visually and functionally. Perhaps this is an area where school based personnel are unwilling to come to terms with the implications of their community role; strangers in some numbers there will be on site, and guidance is essential. There is in fact a large illuminated sign saying "Yateley Centre", fixed to the sports hall, but this identifies the site, not one part of it. We were told of a coach party which arrived in the rain from some distance away for a dramatic production in the main hall; the coach driver parked as near as possible to the illuminated sign, and after a good deal of enquiry the party had to walk about a hundred yards back to the appropriate entrance. This is a problem which will no doubt be tackled comprehensively at some time. Sign posting will probably be the only answer, as the site layout is not architecturally "legible" in any way; the sports hall is obvious enough from the outside, but nothing else is. At night the campus possesses one feature which gives the place a slight lift of spirit: the roof of the swimming pool is a vault formed of blue fibreglass panels, which are translucent, and this is illuminated from the inside and can be seen some way off. A few more tricks like this would cheer the place

up and considerably improve its outgoing image.

87. Car parking is the usual problem of a campus of this type, for two reasons: there is never enough of it and it produces a sea of tarmac (or car roofs) separating the building from the road. In this case the tennis courts have also been placed in this position to be available for overflow car parking in the evenings, at least in winter. An obvious future development would be to floodlight those courts for evening play, but this would exacerbate the parking problem.

88. The chief generator of the planning form of the campus is undoubtedly the phased construction. "Campus sprawl" is the overriding national image of secondary schools, and this is visually and practically a fairly bad example. Every few years an extra block has been added, eating into the playing fields, creating odd spaces between buildings, disruption of underground services, and inconvenience in functions. There is a too general acquiescence among school planners to this situation as an unavoidable fact of life. Universities and hospitals, which have a much more indeterminate pattern of growth and change, have developed infrastructure plans rather than development plans, usually using grids or linear patterns for laying out services and communication routes to which buildings can be attached, and which can be extended. School planners reply that the financial control exerted by the Department of Education and Science makes it impossible to spend money in advance of need for such an approach or to change the function of buildings in use. Recently more flexible and locally controlled financial systems have been introduced, but the benefits of planning and managing for indeterminacy still come far down the client bodies' priority list.

89. At Yateley, as in other cases, an attempt was made to place the "joint use" blocks as near as possible to the road so that in the event of daytime use, the public would have to mix as little as possible with the school. There are advantages in this approach; the public do not want to have to shoulder their way in through noisy hordes of pupils at class change time but this is a problem based on the assumptions of a conventional large centralised school. More radical proposals for school and adult facilities to be dispersed within an urban area would not appear in the same light.

90. A problem of the layout and open nature of the site is control and security. The site is privately owned, but not fenced. This means that the police have no responsibility to patrol the premises, but also that no action can be taken against anybody not actually found committing an offence on the site; persons found loitering suspiciously can only be

asked to leave the premises, and can wander in again five minutes later. To properly maintain security would be very expensive in staff on this site, and this has had the effect of limiting activities on site to generally purposeful ones (see below). The principal occasion of this problem is in connection with the youth clubs, where young people from other areas come on motor bikes and "hang around" trying to get in free, or entice girls out. There is nothing unusual in this - Yateley would be unique if it did not occur - but the nature of the planning does not help solve the problem.

91. What is more noticeable at Yateley is the lack of unifying elements of various kinds. The continuing trend to unification in management and organisation has already been referred to, but the users of the campus experience it in a number of autonomous blocks, the autonomy being accidental, not related to function. Either of two approaches could be taken: to increase the unifying elements, for example by provision of an indoor street running from one end of the campus to the other, which would make common elements such as lavatories, information points and refreshment areas generally available by linking them with more functional areas; or to make some sense of the autonomy of the blocks by providing common services in each, and grouping their functions in a meaningful way. One further possibility exists, which is the most common approach taken in the design of purpose-built joint provision community schools. This is to unify the accommodation and image by provision of a strong "social core", a centrally planned lounge, refreshment area and administration centre which acts as a natural focus for the scheme, is seen in fact as the centre of it. This idea in planning is almost axiomatic in places with considerable experience of joint provision, but has been discussed, and up to the present, rejected at Yateley. Everybody there likes the idea of a social core, but it has never been top priority; always the provision of more functional facilities has been felt to be more important. This is a reflection of the general aims and use of the campus at present; the Centre sets out to enable people to do things; it does not aim to be a pub and club as well. However, the impression of corporate life given by personnel and many users, and embodied in management and government strongly suggests that some form of corporate facilities and identity would be appropriate and appreciated. For the present the practical problem of security also affects development of the social side of the Centre.

c) Design and function

92. The accommodation provided primarily for the use of the school is fairly conventional for its time. Facilities for practical subjects are

extremely good, and as is usual perhaps to the detriment of facilities for the more academic subjects which enjoy the usual classroom-and-corridor existence. Though this balance may be unfair to the major part of the school curriculum, there can be no doubt that the high quality of the practical rooms makes them extremely suitable and attractive to pupils and adults alike; they do in fact possess a serious and adult quality and self-respect in design and equipment. One would particularly note the sports hall, home economics rooms, motor maintenance workshop and pottery room; one can feel on entering these spaces "there is not much you couldn't do here" which is itself an inspiration and the reason adults come.

93. There is no structuring of design or use of the premises for different age groups, and in particular, facilities for older pupils and sixth form are quite poor by comparison with what is often provided. Study places are few, the sixth form common room is in an extremely public position and poorly furnished. The library, traditional haunt of the sixth form, is combined with the public library and remote from the common room. The place of senior pupils and their facilities in a complex of this type is a problem which has not been fully and objectively considered anywhere; the tendency is to see them as "young adults" and a natural link between school and adult use. Is this really the case? The issue is too wide to discuss here, but the Headmaster has suggested that the Yateley sixth form may be the only group of people who feel that joint use is against their interest, destroying their privacy. The sixth form common room was used for adult activities in the evening, and is now to be withdrawn and kept exclusively for the sixth form. They are naturally allowed to put up such posters, etc., they wish in their common room, and the feeling was that having their own area open to the public in the evenings exposed their activities and preferences to censorship and misinterpretation, probably more severe than that of staff. This does point to the need to identify and conserve appropriate "pockets" of exclusive use in a campus of this type beyond the obvious ones of offices and stores.

94. Facilities available for adult use are fundamentally those of the school; the money put into joint provision has not been enough to have a very widespread effect. Design for shared use, other than in the joint planned areas is confined to the normal provision of stores for evening class use adjoining practical areas. Two types of provision which are essential to efficient and convenient shared use have not been made at all: a comprehensive and flexible locking system, and a heating system controllable by areas. If usage were 100 per cent these might not be important, but at lower usage they can be vital. For example, on one evening of the field study, two out of twelve rooms in one block were being used,

for which purpose the whole block was unlocked and heated. Selective locking systems also have to bear in mind the sometimes conflicting demands of security and fire escape. Only one block at Yateley has provision to heat rooms individually without going round and shutting off all the radiator valves.

d) Design, detail and image

95. Nobody could mistake the Yateley campus for anything other than a school, externally or internally, and a fairly "basic model" at that. There is no carpet flooring except in the library and the sixth form common room, furniture is all strictly practical and the use of colours restricted and institutional. For its time it by no means comes up to the best British practice. Unfortunately, the design of the joint provision facilities is also to the lowest common denominator. There is little differentiation or improvement in standard in these areas, with the possible exception of the adult common room in the sports hall, which is more expensive looking but not more exciting. The joint use library is the only area where quality of design and finish is of a respectable standard, and the idea of making the place attractive has been fully considered. The quality of the sports hall and practical rooms referred to earlier is of a different kind of attraction. The simplest that can be said is that the general design approach is historically suited to a captive audience - the pupils - and is acceptable to adults whose need and motivation is high. The object of these comments is not to criticise the authorities or the architects but to examine what role design standards have in the concept of shared use buildings and the image and attitudes they evoke in the users. The evidence based on talking to an admittedly small number of people of all kinds at Yateley is that ideas and attitudes vary according to the people themselves and the activities they are engaged in.

96. Firstly, the reactions appear to distinguish two categories of users: those who just come to take part in activities, and those who are responsible for organising them - though only on an amateur basis - club secretaries and the like. The first kind of user does not in general understand much of the particular organisation and management at Yateley, and sees things from a purely personal point of view. If they could get a better service elsewhere they would go there without any further thought. For them Yateley campus is in competition for their patronage. The second type of user, who knows from experience the difficulties involved in obtaining premises, and organising activities, understands much more of the shared use ideas and management and would generally give some expression of appreciation or loyalty to the Yateley Centre and its aims.

Naturally these people also must look for the best "deal" on behalf of their members, but their range of criteria for judgement is wider and their action must be more considered. For them management, efficiency, good relations and democratic participation are of real importance.

97. Images and attitudes also depend on the activities, roughly dependent as above on the element of competition between Yateley and other facilities. For example, evening classes really only take place in schools, so the school environment is accepted and expected. Competition with other locations is either marginal or non-existent. We spoke to a lady who came 15 miles for a German class at a particular level, but others came to Yateley as the more convenient place, rather than the best. The old "night school " idea of stoic gratefulness for opportunities given is still to some extent present. Club members likewise are used to sharing premises, and do not expect superb facilities and service for what they can afford to pay. We attended the annual prize giving of the camera club in a large classroom with the chairs pushed back; the atmosphere hardly contributed to the sense of occasion and who can doubt that if they could afford it they would not prefer their own club room? Shared use will have to develop a higher standard of service if its aim is to fully eradicate the secret longing for "a place of one's own".

98. The more comparable an activity at Yateley might be to one elsewhere, the sharper the critique of the users. A school youth club discothèque must be even better than a commercial one down the road if the inevitable resistance to going on to a school campus on Saturday night is to be overcome. The important thing is whether a "disco" on school premises can ever be fully acceptable, and what role design does play. Internally a good "disco" environment can be created almost instantly anywhere with lights and sounds, but the effect may be crippled if the entrance to the scene is past the empty cloakrooms of weekday school. In all spectator or audience functions the comparison factor is bound to be high, and environment fundamental. A hard chair in a traditional school hall is acceptable if one's child is starring on stage, or if a piece of experimental and highly uncommercial drama is being presented, but it is not the sort of thing people choose for a real "night out".

99. The conclusion one may draw from these observations is that the many different people one might expect to use joint facilities do not leave their critical faculties and common sense at home and come in a special state of reverence to such places. While the need is great and facilities are few, people will put up with what they may really feel is second best. This situation could exist for many years, but a mature and durable

conception of joint use must have more self respect and more respect for its users. This is as important in design as in management or government. Sooner or later Yateley, and dozens of schemes of similar type and design should face the question of whether they are content to appeal to people as acceptable only because "proper" facilities cannot be provided yet or ever, or whether they are going to prove conclusively the ability of joint planning and shared use to provide services second to none, but more economically.

THE BALANCE SHEET - GAINS AND LOSSES BY CO-ORDINATION

100. The meaning, and balance of advantage and disadvantage is assessed below from the point of view of each group of participants in turn. Even cash gains and losses are difficult to prove conclusively. The more nebulous philosophical ideas are presented the more they must be treated with appropriate circumspection.

i) Hampshire County Council Education Committee

Yateley is certainly a great pride to the County, as so many of their attempts to promote joint developments have come to nothing. It gives them no cash gain, does not relieve them of any expenditure, and has cost them a great deal of time and effort to help set up. What it does do is to further many of their aims in developing their education service, and acts as an example of experience and success to be applied in other schemes. The chief practical contribution of Yateley is as part of their efforts to establish rational and sound bases for all non-school uses of school premises.

ii) Yateley School - Governors, Headmaster and Staff

None of these set out to achieve gains for themselves, but to give more to their village, and to interact more with it. In practical terms they have gained slightly superior facilities. In social terms they have probably gained a lot of local goodwill and support, but purely as a school this will always depend more on the personal qualities of those in charge than on any institutional arrangements. What is notably more significant than actual or supposed gains, is the apparent absence of losses. The school is still able to carry on its functions as before in its own way, and without undue strain on its resources. The Headmaster certainly has a lot to do, but he might have had more to do fighting off criticism if he had not voluntarily offered

joint use. For staff it is entirely optional whether they take part in Centre activities or not, except in the drama and physical education departments where support and involvement is expected. Joint use means to them as much as they want it to mean in personal terms. Practically they may suffer from their rooms and equipment being used by others, but it is the aim of the management to minimise this, and it occurs in any school with evening classes.

iii) School Pupils

Most pupils spoken to had little impression of any impact of joint use on their personal affairs and life in school. As there is very little daytime use by adults this is not surprising. The exception was the sixth form, who felt that they had perhaps less privacy and privilege than they might enjoy in a conventional school, but naturally, few pupils had any standard to compare with. The school has not, in fact, altered its curriculum or internal organisation in any way as yet, in connection with joint use or community involvement.

iv) Yateley Town Council

The greatest and clearest gain from the scheme is to the Town Council. They found they could not really afford a community centre, but have been able to make comparable facilities available to the community at a much smaller sum of money. The comparison is not between the merits of the Yateley Centre and an independent community centre, but between the Yateley Centre and nothing at all. A Town Council is probably too small to be able to promote any worthwhile capital schemes at all today other than through joint planning of this type.

v) Hartley Wintney Rural District Council

The arrangement here is similar to that in iv) above. Being concerned with a wider area, joint planning was a more appropriate and economical way of assisting with a project which only directly benefits a part of the area.

vi) The Hampshire County Council Library Service

Like the school, the library gains more in opportunities for service than for "selfish" ends from co-ordination. The library service everywhere is under severe financial pressure at present, and the support from the school in buying books for joint use is a sensible use of resources, particularly now. For the same reason the further possibilities offered in the co-ordinated scheme must remain unexplored at present.

vii) Adult Users of the Centre

Few users of the Centre regard its functions and services as extraordinary, and this would accord with the author's view. The range of activities and opportunities for adults is wider than would be found in most schools in similar environments, but not as comprehensive as would be found in an adult education college in a large city. Thus most users now regard the Centre as no more than should be expected in such a situation. Those users with wider experience, and involved in organising and running activities are more appreciative of the nature of the Centre, and particularly of the key personalities involved.

Conclusions

101. There is considerable pressure from various parties to analyse the costs and benefits of joint provision school and community facilities, and to conclude that they are uniquely effective in some ways. The above resumé of the apparent effects of co-ordination shows how elusive such analysis is - with what is one comparing ? A similar level of service to pupils and adults alike can certainly be achieved quite easily by the education service alone, given a better design of buildings, without any other participation or financial contribution. It is certainly convenient for some people to have the library close to the school, but it is also less convenient for others than it would have been on a main road site.

102. The effect that the co-ordination has had on the organisation, management and use of the facilities is obviously considerable, but its true value is difficult to assess - how do we judge if lay control by councillors is better or worse than education service autocracy ? What is certain is that due to a variety of circumstances only a small proportion of the possible benefits of co-ordination have been realised in the design and location of the building.

103. The Yateley School and Centre appear to be of considerable benefit to their community, and one can say with a good deal more confidence that nobody seems to have lost anything by the development, but one concludes that in fact most of the developments stem from philosophical ideas of school and community relations, and practical utilisation of buildings. The co-ordination of facilities has had a catalytic short term effect, but its long term effect is almost entirely in the political field of government of joint facilities, which cannot be assessed at present.

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FUTURE POSSIBILITIES

104. The Yateley campus has reached the end of its main growth and physical development, and the number of pupils on the roll has started to drop back to its intended level. A period of consolidation must follow, but directions for future change can be already seen, partly generated by circumstances and partly by the development of ideas. Firstly, the opening of a new secondary school at the other end of the village will relieve the pressure of pupils on Yateley and numbers will drop back. It is hoped that competition will not develop between the schools to sour the atmosphere. Smaller numbers will give a certain amount of unused school space during the day, and the possibility arises both of more adult daytime use and joint classes of adults and senior pupils. This last is quite a radical proposal which the Headmaster is keen to try. More daytime use might give rise to the need for a crèche, and this possibility is also envisaged. There does not appear to be any immediate possibility of further building development; both school and Yateley Town Council would like to build a proper theatre, but the cost appears to be out of reach at present.

105. The village has already grown larger than was intended, but there are some signs of a slowing down of development. There are no plans at present for other communal facilities in the village, so the campus will continue its role as chief supplier of these. One may expect further gradual refinement and rationalisation of administration and management, and one hopes a solution to the thorny problem of caretaking. Above all, is the continuing need to hold the ground already taken, to maintain the standard of service, integrity and public support.

WIDER EFFECTS OF THE YATELEY DEVELOPMENT

106. The Yateley scheme is not a purpose built showplace, and has received little notice or publicity outside Hampshire. Within the County it is one of several experimental schemes embodying different types of joint provision or shared use. In 1974 it was decided to try to bring together County experience to date and set guidelines for the future. The Chief Officers' Management Group, at the instigation of the Education and Recreation Committee's liaison sub-committee, prepared an interim report, a policy review, and a consultative paper on "Community use of County Council Buildings, Land and Facilities" which was presented to the Committee on June 16th, 1975.

107. After consultation with District Councils and other bodies the report was adopted early in 1976. This report is intended to be of more general application, and specifically excludes experimental schemes. It contains a strong re-commitment to the ideas of community use and joint programming and also a number of specific recommendations to ease recognised problems and remove anomalies. It does not propose as a general policy the setting up of joint management committees or any of the more radical and significant features of Yateley. The assumption is that the County will not force the pace of change, and cases will be treated as they arise, in the light of local conditions.

APPENDIX

HEADS OF AGREEMENT RELATING TO THE MANAGEMENT OF THE YATELEY CENTRE

1. Designation

a) The Yateley Centre (hereinafter referred to as the Centre) to comprise all Yateley school buildings including the green room and store, car parks, hard tennis courts and Yateley library.

b) The Yateley Town Council office and store and all school offices, stores and staff common rooms other than the reception office shall be excluded from this agreement.

2. Constitution of Management Committee

a) There shall be a Management Committee to which matters relating to the management and use of the Centre shall stand referred.

b) The Committee shall consist of seven members appointed as follows:

the Chairman of the Users' Sub-Committee hereinafter referred to

three by the Yateley Town Council

three by the Governors of Yateley School

and shall be a joint committee of the Hampshire County Council (hereinafter referred to as the County Council) and the Yateley Town Council (hereinafter referred to as the Town Council) constituted under Sections 101 and 102 of the Local Government Act 1972.

c) The Management Committee may appoint such sub-committees as it may deem necessary from time to time, the composition of which shall be at its absolute discretion. The Management Committee shall appoint a Users' Sub-Committee representative of the major local interests to advise the Management Committee on the day-to-day running of the Centre.

d) Members of the Committee shall hold office for such term as the respective appointing authorities may decide, but a member appointed by the Governors of Yateley School shall, if he is a Governor, cease to be a member of the Committee on his ceasing to be a Governor.

e) The Headmaster of Yateley School and the Warden and Deputy Warden of the Centre shall be officers of the Committee.

f) The Warden of the Centre shall also be clerk to the Committee.

g) The County Education Officer may be represented at Committee meetings and shall receive two copies of the agenda together with the minutes of the previous meeting at least 7 days before each meeting.

3. Allocation of Use of the Premises

Between the hours of 6 o'clock in the morning and 6 o'clock in the evening from Monday to Friday each week during the school term the premises, excluding the green room, shall be available for use by the Yateley School. At all other times and in the case of the green room, at all times the use will be as programmed by the Warden and approved by the Management Committee.

4. Charges

Charges for all uses of the Centre shall be as designated by the Management Committee and may be amended from time to time as they may see fit.

5. Conditions of Use

Conditions for the use of the Centre shall be approved by the Management Committee and the County Education Officer and shall include provision whereby hirers of the Centre facilities indemnify the Management Committee and/or the County Council against any claims for damages or personal injuries.

6. Charges by the County Council

a) General use of school premises

Four hours of the caretaker's overtime will be charged on each day that the premises are used outside school hours whether the length of use is for a greater or a lesser period than four hours. No payment will be due from the Centre for the use of the premises for school functions, nor for Town Council meetings nor if the premises are being used solely for further education classes, centre youth activities or for staff.

b) Swimming pool

If the swimming pool is used for recreational swimming (as distinct from further education classes or Centre youth activities or for staff) a charge fixed from time to time by the County Council inclusive of caretaking will be made and a maximum of 40 swimmers will be allowed.

c) Sports hall

If the sports hall is used for recreational purposes (as distinct from further education classes or Centre youth activities or for staff) the normal letting charge as fixed from time to time by the County Council will be levied.

N.B. If the swimming pool or sports hall is used solely for further education classes, Centre youth activities or for staff, the financial arrangements will be as set out below and the hourly rental will not be charged. Payment under a) above will only be required if other parts of the school premises are being used for non-further education purposes in addition.

d) Further education classes

When further education classes are provided the salary of the lecturer will be paid by the County Council. The Centre will be required to pay to the County Council 75% of the income which would be produced by the standard County Council fee for the minimum number of students required by County Council regulations for a class, whichever is the greater. The Centre will pay 75% of the fees thus calculated to the County Council and will retain the balance of 25 per cent for their own funds which can be used if necessary to subsidise small classes or for other Centre purposes. The Centre will be free to charge the students any level of fee but must pay to the County Council 75 per cent of the income which would be received from the County Council's level of fees as described above.

e) Centre youth activities

If the swimming pool is used for Centre youth activities then a charge fixed from time to time by the County Council inclusive of caretaking will be made. If the sports hall is used for Centre youth activities then the charge shall be the same as obtains elsewhere in the County Council's youth service.

f) Staff

Members of staff shall be charged for the use of the swimming pool and sports hall the same as they would for the use of any other County Council school sports facilities.

7. Accounts

An accounting method will be used as approved by the County Treasurer and will be administered by the Warden. Balances due to

the County Council will be remitted each term, one term in arrears, together with a statement of accounts.

8. Bankers

The Centre's bankers shall be Lloyds Bank, Reading Road, Yateley.

9. Auditors

The Centre's accounts and financial affairs will be audited annually by the District Auditor.

10. Maintenance of the Centre

All maintenance of the Centre as defined in clause 1 and all fixtures, furniture and fittings including heating, lighting, decorating, caretaking and cleaning for all uses shall be the responsibility of the County Council although the Management Committee may appoint additional caretaking and cleaning staff at its own expense should it think fit.

11. Duration of Agreement

This agreement shall be reviewed two years from the date hereof and thereafter when either the Town Council or the County Council request a review. The Town Council and the County Council at any time may, however, agree to make such alterations and modifications thereto as the Councils deem necessary.

12. Insurance

It shall be the responsibility of the Centre to insure the Centre as defined in clause 1 hereof against public liability, malicious and accidental damage by users to the building and/or contents and loss by theft or otherwise of the contents of the building by users.

CREWE CENTRAL AREA PROJECT*

* *Condensed edited version of a report presented by the Department of Education and Science at the OECD Symposium in Skokloster 1976 and of an article which first appeared in the Architects' Journal 12 October 1977 and was later reproduced as* Design Note 15, *Architects and Building Branch, Department of Education and Science, London, December 1977, British Crown Copyright.*

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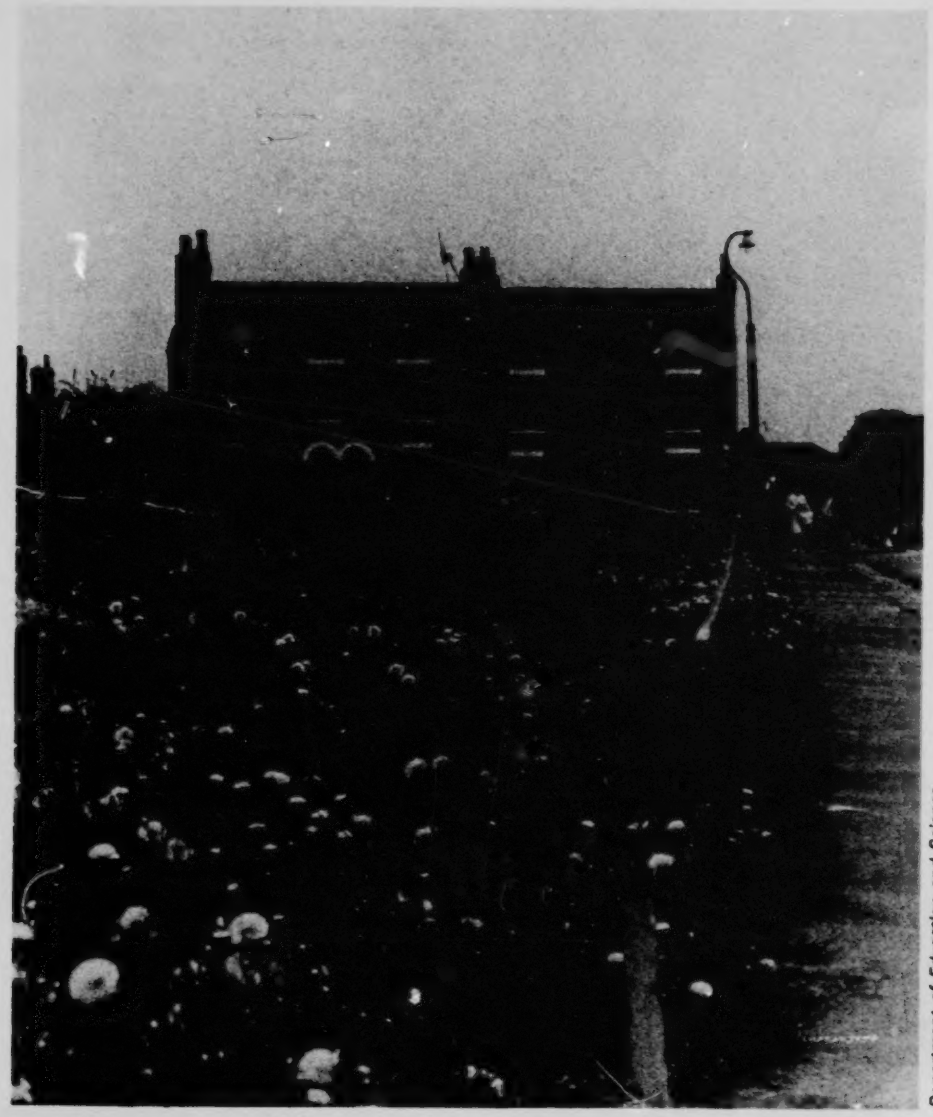

Department of Education and Science

Cleared town centre site (Ludford Street in the background).

INTRODUCTION

1. In the present conditions of restriction in public expenditure and the prospect of static or declining school population, schools in particular have become a crucial factor in the planning of community facilities. For local and regional authorities anxious to make the most of limited financial resources, they represent a valuable and frequently under-used resource capable not only of meeting specific educational needs but also of providing a focus for a widening range of social and cultural activities in the community. They can also make a valuable contribution to much needed urban renewal in rundown areas of old towns.

2. The present paper describes a project which the Development Group of the Department of Education and Science undertook in close collaboration with the local authorities concerned in an inner urban area in the town of Crewe. In contrast to earlier schemes, which emphasised the additive or simply conjunctive effects of school and community provision, the Crewe Central Area Project aimed to study the idea of the school in the community: to look at ways in which a high degree of physical integration and the joint provision of facilities could contribute towards the much needed revitalisation of the rundown town centre. Inner urban schools are often ideally situated to take up this challenge. They are close to existing housing and within easy reach of a whole network of provision which can be jointly used by both school and community: libraries, swimming pools, community welfare and the facilities provided by further education and local industry.

3. The problems of Crewe are typical of those of a large number of old towns. The town was identified as a potential local for a development project essentially for two reasons: the prospect of a large scale redevelopment of the town centre, including renewal and rehabilitation of housing, and the move to re-organise the selective secondary schools into a pattern of comprehensive schools.

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4. As indicated on the cover page, the paper is a condensed version of articles written at an early planning stage (1976-77). Although much of the detail has been overtaken by subsequent planning decisions, the general principles still stand.

BACKGROUND

The Town

5. Crewe is a small industrial town which owes its existence to the development of the railways in the last century. The Grand Junction Railway linking Birmingham and Liverpool opened in 1837 and the main railway works were transferred to Crewe in 1843. In the 60 years that followed industrialisation the population of the town increased rapidly. From an initial population of 200 in 1831 it had grown to 40 000 by the turn of the century. The population in 1977 was approximately 60 000. The housebuilding that accompanied this early expansion was concentrated along the perimeter of the railway and the works. These areas now form the inner core of the town and are mostly in need of renewal and rehabilitation.

6. More recently, the general pattern of industrial development which tended to favour sites on the periphery of the town, led to reduced investment in the centre. Poor housing conditions in the central area encouraged a drift of population to outlying areas and new social service and commercial investment tended to follow, sharpening the contrast between inner and outer areas. This contrast was hieghtened by the relatively greater lack of amenities, overcrowding, unemployment and higher rates of delinquency and mental illness in the central area.

7. The general picture was of an industrial town with substantial problems of adjusting to the last quarter of the twentieth century and of securing adequate resources (whether public or private) to provide the facilities appropriate to the needs of its community.

The School

8. Ludford Street Secondary Modern School in the north west of Crewe was built in the 1930s to house 500 junior children. In 1977 the school had 1 150 children on roll, aged 11 - 16, accommodated in a variety of severely overcrowded and ill-equipped classrooms. These had been supplemented, on an already cramped site, by an accumulation of temporary class-

Overcrowded classrooms.

Department of Education and Science

Temporary accommodation clustered around the school reduces already limited hard play area.

rooms closely grouped around the main building and leaving no room for short or longterm manoeuvre.

9. In common with some other schools in Crewe, Ludford Street faced the need to expand and improve its present facilities. The original intention had been that the school would be relocated in new buildings on the periphery of the town. This could not be justified on the grounds of educational 'basic needs criteria' (i.e. population growth) and it would have meant sacrificing a substantial building and a site well situated in relation to the town centre.

CO-OPERATIVE DEVELOPMENT OF THE PROJECT

10. Following initial contact with the Cheshire County Council and the Crewe and Nantwich Borough Council a joint design team was set up in co-operation with the Cheshire County Architect. Experience had shown that both local and central government organisations reflected traditional and often arbitrary sub-divisions in the provision of public buildings and that to meet present day requirements better it was essential to provide a forum where the needs of the community could be considered outside the framework of the traditional building types.

11. As a first step, a working group was set up composed of representatives of all the County and District Departments concerned. This group prepared and presented to the design team a report on the current facilities and the planning proposals for the redevelopment of the town. The team then undertook together with local representatives, a series of study visits to existing facilities in the town and other selected developments in the County. The purpose of these visits was twofold: a) to widen the team's knowledge and experience, and b) to establish a working relationship between the members of the team and the local representatives.

12. This initial study revealed that school buildings in the central area of the town were inadequate and overcrowded with a large proportion of temporary accommodation, but that this situation would to some extent be alleviated when the new Coppenhall Secondary School was completed in 1977. In addition, accommodation for community activities was lacking or inadequate, especially in the fields of indoor recreation, drama, music, youth provision and facilities for mothers and small children.

13. With this information as a basis, the design team was able to present a feasibility study for the provision of school and other facilities in the central area of the town to a public meeting of elected

CREWE EXISTING TOWN CENTRE FACILITIES 1976

councillors, local teachers and representatives of voluntary organisations. In place of the more usual comprehensive development and starting from the existing network of amenities in the town centre, the proposal was to undertake a gradual build-up of new facilities in the form of separate centres which could be provided along a flexible time scale. The study suggested the establishment in the town centre of a new school for some 900 pupils, together with community facilities. The buildings required would consist of existing school and other public buildings suitably re-modelled, supplemented by new school and community buildings dispersed among the existing housing and related to the new commercial development of the town centre. The report further included the proposal that through-traffic in the centre of the town should be prohibited to enable safe pedestrian links to be provided to the existing theatre, public library and swimming baths so that these facilities could be included in the overall scheme.

14. It was suggested that this strategy would:

- lead to a more equitable balance of education and community provision in the town;
- allow existing buildings and available sites to be used, thus respecting the existing urban scale and avoiding the disturbance of clearing large sites in an established town;
- by keeping the new units relatively small, provide options to meet long and short-term needs and to make the best use of limited funds as and when they became available;
- maximise the opportunities for shared and joint use of the facilities.

15. This initial report was endorsed by the meeting which recommended that a Joint District and County Committee composed of elected representatives should be set up and serviced by a joint group of District and County Officers. A number of sub-groups of the latter group were established to consider educational needs, community needs, implementation, finance and management. These various sub-groups, and continuing consultation with local groups and teachers, facilitated the initial stages of planning and the selection of sites.

PROPOSALS FOR THE PROJECT

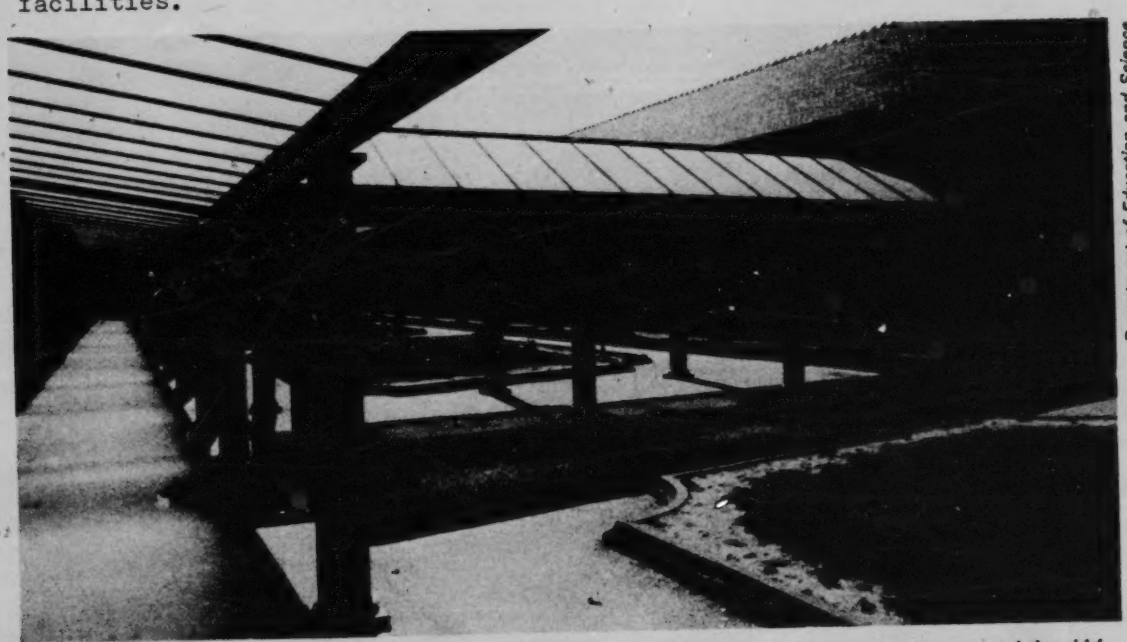
16. The 1977 proposals concerned the whole of the sector of the town immediately to the north of the town centre, including both the existing school and housing, to be considered as an area for general environmental

improvement. The proposals took the form of a separate lower school for the younger age group (11 - 13) and three mixed activity centres for the middle years (13 - 15), all including provision for community activities.

The Lower School

17. The existing Ludford Street School was to be remodelled as a lower school for children from 11 - 13 and was to include a Family Centre as well as a Young Persons' Centre. The School, built in 1931, began life as an elementary school and the building reflects its origins. The plan is repetitive and does not allow the full variety of spaces required by current teaching methods. The advantages of re-using the building were that it had a sound construction, a good geographical position adjacent to the town centre and school catchment areas, and its site, if properly developed, was more than adequate for the needs of the age range which it was intended to accommodate.

18. The decision to convert the existing school to provide a lower school base arose from several considerations. Among these were the proximity of the local junior school and the suitability of parts of the school for conversion to neighbourhood community facilities which were thought to combine particularly well with the lower 11 to 13 age group. When converted, the school would be able to serve the curriculum needs of 360 childrer, with the exception of some physical education and music facilities.

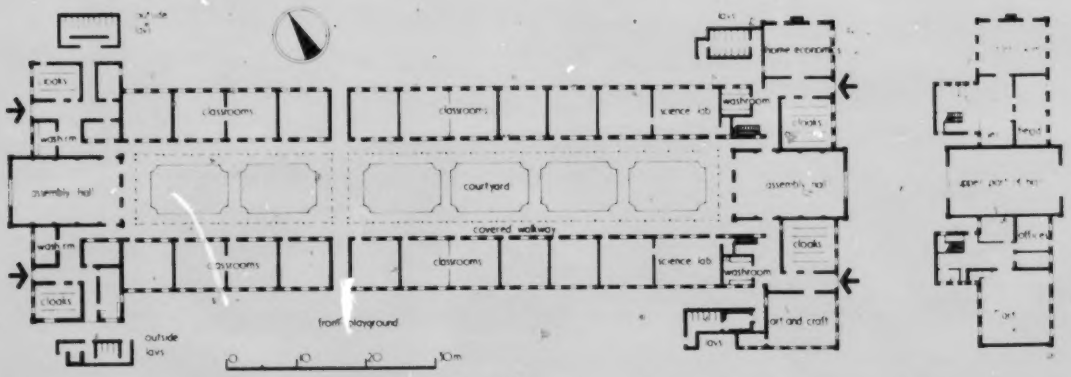


Department of Education and Science

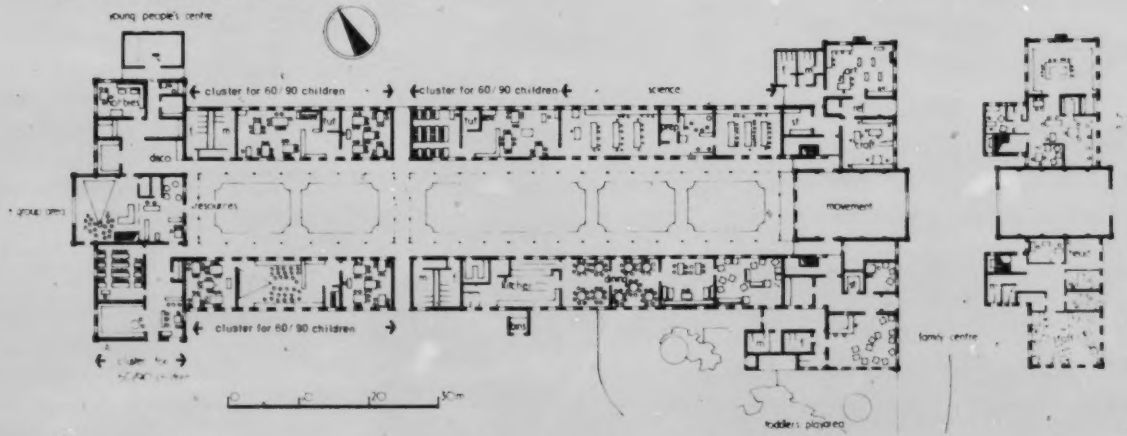
The building is soundly constructed and has attractive aspects like the enclosed courtyard which originally separated the girls' wing from the boys' section.

19. In considering the brief for the remodelling, it was thought essential to introduce a variety of space types which would be capable of responding to the continuously changing pattern of education. The main components of the remodelling were a series of 'cluster groups' or suites of accommodation where 60 - 90 children could work. Each cluster was to be formed from three small existing classrooms which were to be modified to provide a large general teaching space (72 m^2). a group room (49 m^2) and a small tutorial room (10 m^2), each equipped with personal and class storage. Specialist areas for science, art, craft, home economics and library resources were to be provided together with dining and staff accommodation and community facilities similar to those introduced so successfully in primary schools. (1)

PLAN OF THE REMODELLING OF LUDFORD STREET SCHOOL INTO «CLUSTERS»



PLAN OF LUDFORD STREET SCHOOL AS IT WAS IN 1977



1) "Chaucer Infant and Nursery School, Ilkeston, Derbyshire", Design Note 11, Department of Education and Science, London, 1973
"Design for Threes to Sevens", Architects' Journal, 6 June 1973

20. Although the Family Centre may be used by people of all ages, it is specifically designed for mothers, toddlers and the elderly within the immediate neighbourhood. The sitting-room has a coffee bar overlooking a small protected south facing play garden. The meeting room off the foyer is for small discussion groups and talks arranged by clubs and societies. Two further rooms are specifically designed for the elderly - a comfortably furnished sitting room and a dining room served from the school's kitchen. The Family Centre is linked to the large music and movement space which could be used in a suited arrangement with the remainder of the Centre. A Young Persons' Centre offers specific provision - lacking in the area - for 8 - 13 year-olds. This includes a hobbies room, small disco, coffee bar and sitting areas. Immediately adjacent to the Centre is the school 'studio' which can be used for talks and films as well as discos and table tennis.

Plan Analysis of Final Sketch Design for the Lower School

		m^2	m^2	% of total area
Teaching area:	Cluster A	120.87		
	B	114.74		
	C	177.48		
	D	120.87		
	Science	176.85		
	Art & Craft	138.94		
	Home economics	145.88		
	Resources	181.61		
	Movement	71.77	1 249.01	57.0
Teaching storage			133.77	6.1
Dining			93.00	4.3
Kitchen			78.65	3.6
Storage of pupils' belongings etc.			129.96	5.9
Administration			187.12	8.5
Boiler house, staff stores, etc.			96.13	4.4
Circulation			223.97	10.2
TOTAL SCHOOL			2 191.61	100.0
Youth Centre			161.54	
Family Centre			484.48	
TOTAL BUILDING			2 837.73	

Mixed Activity Centres

21. As funds became available, the existing temporary school accommodation was gradually to be replaced by three new buildings, planned as infill development associated with the existing housing and the new commercial development of the town centre. Each of these new buildings, which were to be relatively small, was to provide accommodation for between 150 and 200 children aged 13 - 15 and for associated community activities both during and outside school hours.

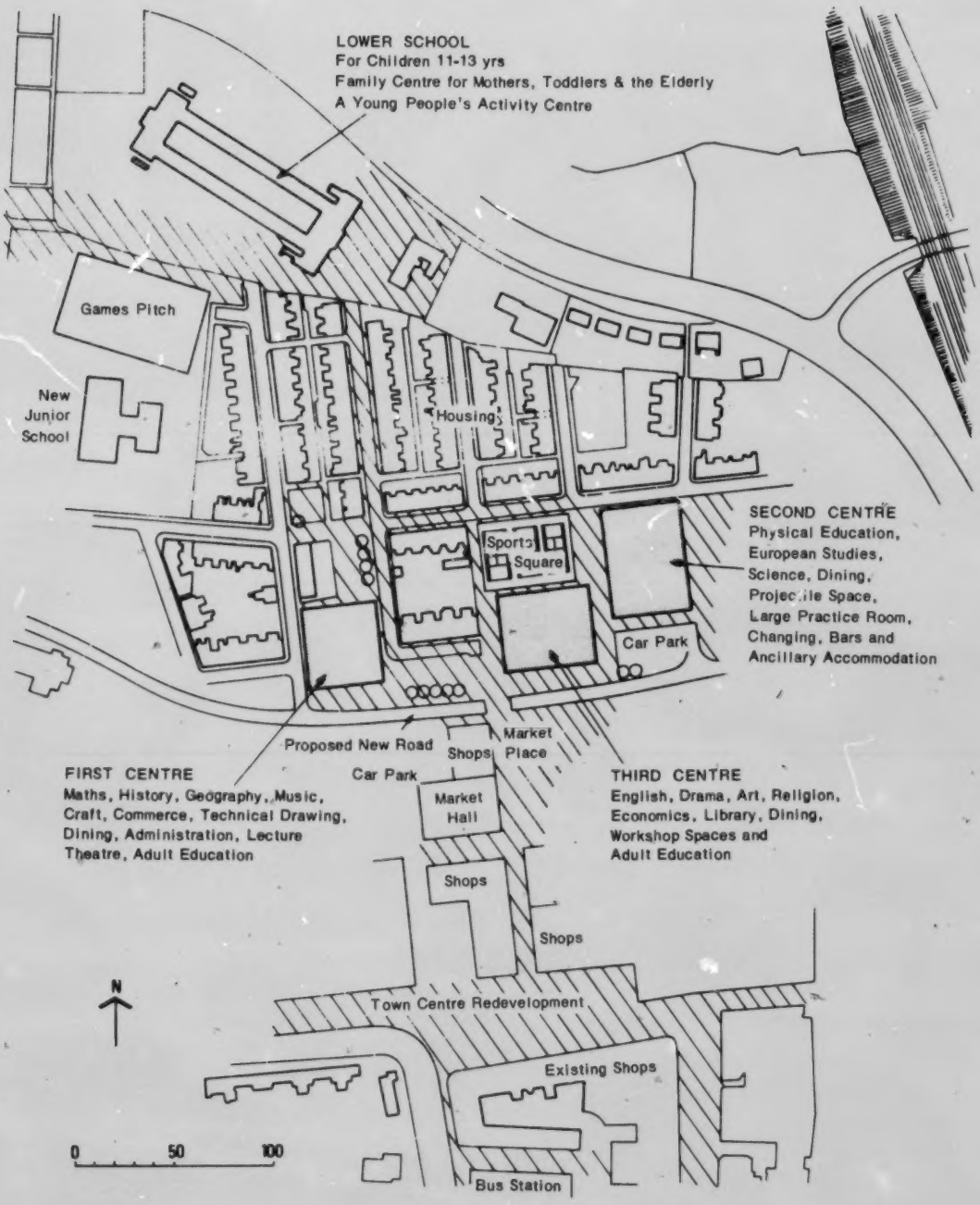
22. The idea of grouping together a number of activities in relatively small buildings had several advantages. A sense of individual identity could be maintained and a framework developed within which pastoral care and social groupings could flourish. Each centre was to provide a balanced portion of the curriculum fostering co-operation between different subjects and helping to achieve a fruitful exchange of knowledge, skills and ideas. A selection of subjects was chosen for each centre which would allow as much flexibility of timetable as possible and enable practical, technical and formal skills to overlap. To cater for this, each building was to comprise a mixture of general, practical and specialist teaching spaces.

23. With the introduction of dining and social facilities, each small building could become a virtually self-contained unit, comparable in scale to a small primary school and capable of supporting roughly a third of the total curriculum for the upper three years. The mix of accommodation would allow the timetable to be arranged on the basis of halfday sessions, each of which could take place in a separate centre, cutting circulation to a minimum.

24. The particular range of space types provided would allow a wide range of both school and community activities to be accommodated and provide a high degree of flexibility to meet both short and long term change. The separation of units of accommodation permitted the possibility of radical change of use, organisation or even ownership of individual centres.

25. The first centre planned for completion in the autumn of 1979 will provide accommodation for about 180 children in the 13 - 15 age range, and will contain three basic space types - large specialist spaces, serviced areas and general teaching areas. The 'large' space is to be a music room designed for recitals to audiences of between 30 and 70 and groups of people listening to records. It will also accommodate vocal, instrumental and band rehearsals and will be supplemented by small

DIAGRAMMATIC PRESENTATION OF CREWE CENTRAL AREA PROPOSALS 1976



Source : «Crewe Centre Area Project», brochure prepared by the Development Group of the Department of Education and Science, London, for the Skokloster Symposium, 1976.

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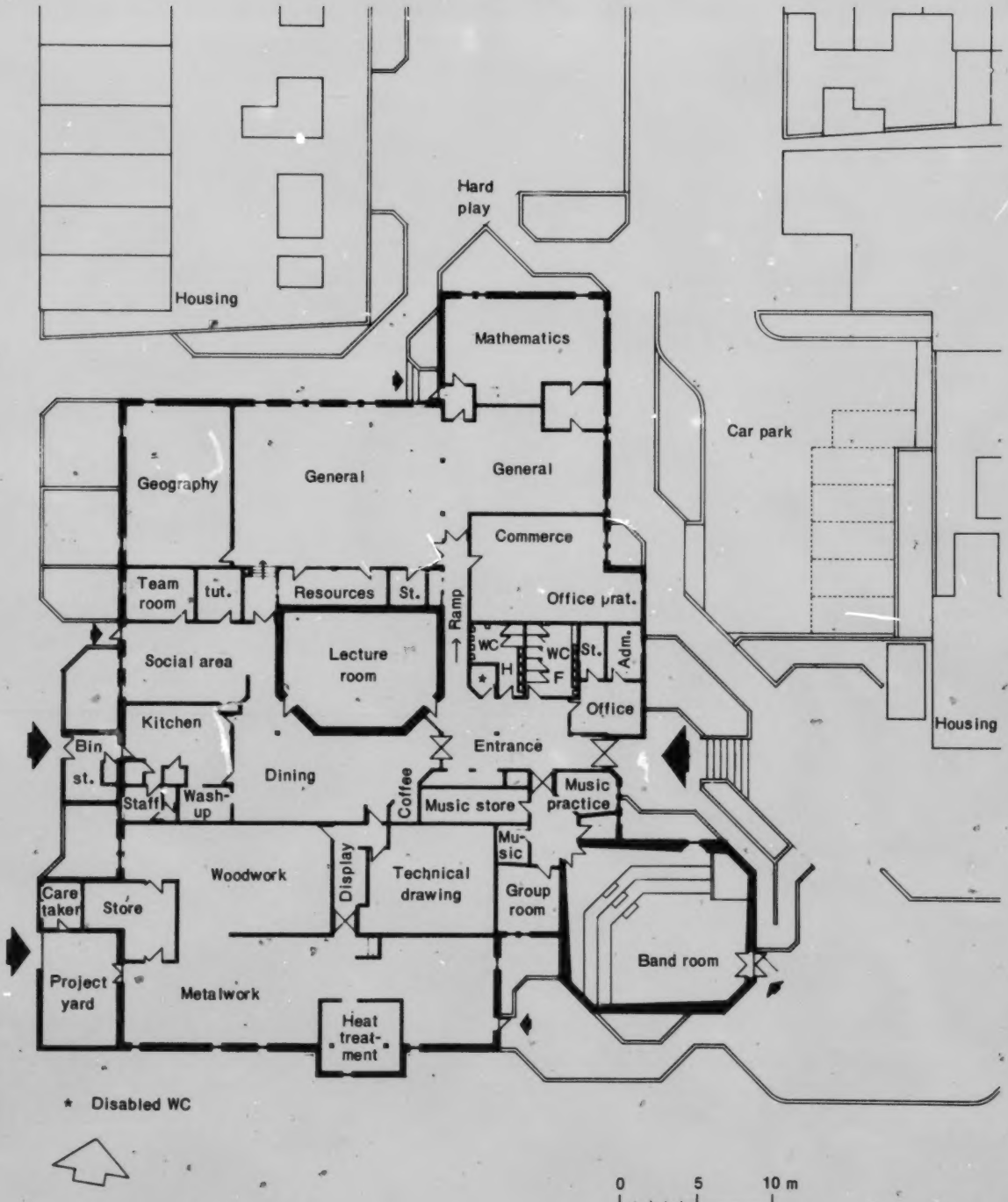
CREWE CENTRAL AREA PROJECT

Plan of First Centre



practice rooms for individuals or groups. In addition, a small lecture hall/meeting room in the centre of the building will hold up to 60 people. This space, intended primarily to service the community, will occasionally be used by the school for lectures and films. The serviced 'practical' area will be a craft and design suite for wood, metal and project work. The general teaching space will accommodate mathematics, history, geography, commerce and allied courses.

26. As well as organised adult education courses, it is hoped to foster informal use by societies, clubs and individuals. Many people in the town work shifts and it is envisaged that individuals or small groups may hire equipment or work in the craft area during school hours. A kitchen and coffee bar will provide meals and snacks for both adults and children. The prospect of long-term change has entailed a further analysis of the space types for each centre. The serviced spaces, lecture hall and music rooms are to be treated as permanently fixed elements of the building shell, while the remaining spaces - with the co-ordination of services and furniture - express the need for future adaptability.

27. In planning the building in an area closely bounded by two-storey terraces of Victorian houses, the problems of privacy, noise and scale proved critical. While it was recognised that the school buildings would create changes in the fabric of the surrounding locality, special attention was paid to the ways in which the domestic pattern and scale might be maintained. By designing a small, simple building which paid careful attention to orientation and the planning of external work, the aim was to be unobtrusive yet still inviting to passers-by.

PERSPECTIVE OF THE NEW BUILD POSITION OF CREWE CENTRAL AREA PROJECT, FIRST CENTRE

28. The second new centre, which is programmed for completion in the autumn of 1980, will contain physical education provision for the whole school, science and language facilities. A contribution by Crewe Borough Council will extend the sporting facilities of the building, creating a community leisure centre. There was an increasing awarenss that the traditional sports centre catered only for a limited section of the community and the intention here will be to encourage wider more informal use, particularly in the 10 - 16 age range.

29. The third centre not yet programmed for construction will provide drama, art, English and library facilities as well as a central dining space. The drama space is intended to be for rehearsal and small productions not for larger performances, which are already provided by the town's excellent repertory theatre.

30. In addition, it was believed that the establishment of a full sixth form might eventually create a demand for another separate centre which could be shared between the Ludford Street School and a neighbouring secondary school. Such a centre would include social facilities for teenagers and might operate in conjunction with the local youth club.

31. Finally, derelict railway load is to be developed jointly as playing fields for both school and community with appropriate changing accommodation and floodlit facilities.

Management

32. The management of such a complex of facilities requires at least as much imagination and creative thought as does the planning of the buildings. The establishment of the joint working group allowed early consideration to be given to this subject. It is essential to the success of a project of this type that the management structure should reflect the Project's central philosophy that all the facilities should be equally available to all members of the community, whether as members of the school, other organised bodies or as members of the general public. With this in mind the objectives of the management body have been defined as follows:

- to unit the community by seeing that the principle of sharing space, facilities, professional staff and resources is upheld;
- to safeguard the interests and requirements of the various users;
- to secure the efficient running and use of the facilities provided; and
- to advise on the future development and improvement of these facilities.

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33. The proposal was that there should be several levels of formal management which might be complemented by 'self help' groups within the project. A tripartite management structure consisting of the head of the school, a community officer and a facilities officer, each with equal status, would be responsible for the day to day running and future development of the whole complex. This triumvirate would be related to a jointly constituted management committee with equal representation drawn from the County and District Councils.

CONCLUSIONS

34. The main lines of the project have been approved by the local representatives, the remodelling and improvement of the existing school building has been completed, and funds have been allocated for the construction of the first two centres. An overall assessment of the project would nevertheless seem premature at this stage but certain clear pointers have emerged.

35. The planning strategy adopted has shown how the principles and aims of new development can be applied to redevelopment in an established urban context and how the work can be carried out in self-contained stages as and when funds become available.

36. The advantages of this gradualist approach may be summarised as follows:

It allows an incremental approach to the renewal of a school within an unspecified timescale, and enables the school to maintain continuity and gradually improve its facilities.

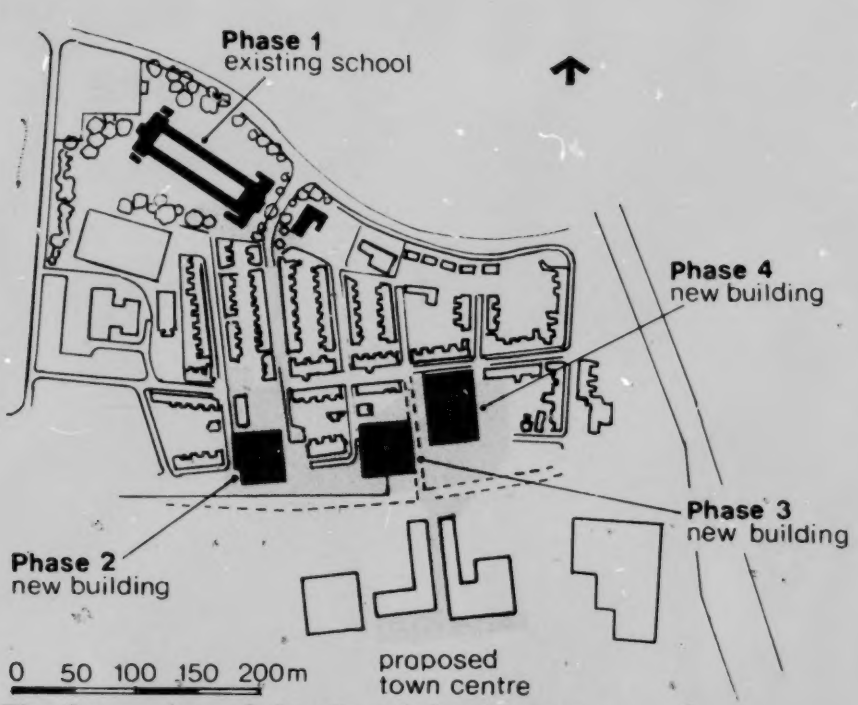
Funds for both education and community provision can be taken up stage by stage as they become available rather than relying upon one massive financial commitment, which is unlikely to occur in the present financial climate.

An early start can be made as soon as small sites are available, rather than waiting for the assembly of one large comprehensive site.

The re-organisation of the school can evolve gradually within the timescale of the overall rebuilding of the school.

Radical modifications of the plan can be made as the stages are implemented, allowing a continual policy of growth and change while maintaining the overall unity of intent.

In this way the development can take place with a minimum of disruption to the existing physical and social structures of the town.



The four stages of the phased development

37. This new approach requires that authorities be 'opportunistic' - quick off the mark to take up available funds and match these to areas of need which can be seen to have the strongest priority. In place of the comprehensive development plan, it is apparent that short-term goals set within the framework of broadly conceived long-term aims, are now required.

38. The project provides a unique example of the advantages of pooling central, regional and local government resources. Another aspect which emerges clearly from the project is the high degree of co-ordination which can be achieved between central and local government as well as between different parts of local government. It is also interesting to note the way in which the local community has been able to play its part in the actual development and decision making involved.

39. Finally, the project demonstrates how limited resources can be invested in both new and existing buildings so as to enable schools in urban areas to become part of a much wider matrix of education and social facilities catering for all sections of the community, and in this way bring new life into decaying urban areas.

RECENT DEVELOPMENTS IN AUSTRALIA*

* *This paper was originally prepared by Mr. Tim McMullen in his capacity of consultant to the OECD Programme on Educational Building and first presented at the Skokloster Symposium, Sweden, 27th September–1st October 1976. Based on the material submitted to the Secretariat in 1974-75 by the Australian authorities, the paper was subsequently revised by the Department of Education, Canberra, in conjunction with the Education Authorities in the States, with a view to its publication in the present volume.*

INTRODUCTION

Political Organisation

1. Originating as six separate British Colonies, strung out around the coast of Australia and well isolated from each other, the States of Australia experienced a comparatively long period of colonial administration, paternalistic and firmly centralised in the capital cities. On achieving self government, the centralised administration was taken over by the colonial and then State administrations after federation in 1901. This tendency may have been encouraged by the contrast between the concentration of population in and around the capital cities in the comparatively fertile coastal areas and the extremely scattered occupation of the inland areas where communities hardly existed in the real sense of the word. No local government of any strength developed; unlike in the British Isles, services such as hospitals, police and education have remained the direct responsibility of the State Governments.

2. At the beginning of the century the six States federated. Initially the powers of the Federal Government were limited, however during World War II, the main tax structure became federal. These taxes were then reallocated to States. Thus, real financial power passed to the centre. Over the last forty years - and perhaps increasingly over the last ten - the Federal Government has increased its role in government. The responsibility for other than tertiary education remains the direct responsability of the States; but even in this the influence of the centre through various grant mechanisms has considerably increased.

Social Organisation

3. Colonised initially by the British, immigration into the country was, until after the Second World War, predominantly from the same source. Naturally many aspects of Australian society, initially at least, reflected British society. Nevertheless, the marked class structure of England, though present during the colonial period, has largely disappeared, though a vestige remains in a small number of socially prestigeous private boarding schools. In general Australians seem to have developed a strong antipathy

to "snob" behaviour, even to some extent in the past equating more than basic education and cultural interests with social "uppishness". Nevertheless, a socio-economic structure certainly exists, but perhaps tied to economic success, and linked, as in the United States, with the type of housing owned and the area dwelt in.

4. Since 1946, a comparative massive immigration has taken place from southern Europe - particularly Italy, Greece and Yugoslavia. These immigrants, as in most countries, have tended to concentrate in certain areas and to undertake at least initially, the less desirable and lower paid work. With this new wave of immigration has come problems of ethnic minorities spreading their own languages; some of the recent drive to improve community facilities has come from a recognition of this, as well as from the parallel growth of awareness of a sense of community - and with it, all of the concerns to meet, to permit participation and to achieve community welfare services in a period of increasing economic restraint.

5. For both geographic, economic and historical reasons, over half the total population live in the five big cities, and particularly in Sydney and Melbourne. Most Australians prefer to live in small individual or semi-detached houses; city centres are surrounded, rather as in the States by a large suburban sprawl, some owner occupied houses, some rented. Increasingly these areas are becoming stratified according to socio-economic status. However, apart from this, high-rise residential blocks have been built in many cities, with the consequent problems found elsewhere, particularly in a need for community and open-space facilities. Finally, parts of city centres have "decayed", posing problems of high concentrations of fundamentally disadvantaged inhabitants.

6. Though originally based on extensive agriculture, Australia has become an industrialised, reasonably affluent society; it can be said in some ways to be entering the post-industrial stage. Like many countries it has been concerned with equality but considered more as a "basic right to a reasonable minimum" - whether wage or education - than "equal outcomes for all". Increasingly women, at one time largely concerned with the home, have taken up work. This, combined with a tradition of early marriage and childbirth, is leading to a situation where return to work of mature women is common. As in most developed countries, families are small - "nuclear" - and the social possibilities, particularly for adolescents of extended families, non-existent. The post-war rise in the birth-rate and the influx of young immigrants means that over 50 per cent of the population is under 25 - and it is particularly for these that community facilities are needed. Finally, steadily increasing national and personal wealth together with shortening working hours is making the utilisation of leisure a matter of considerable importance.

7. Unlike the "frontier" traditions of the United States, local self-help organisation has been weak; little sense of "local community" exists. The tradition has been to wait for the State Government to provide the necessary services - and to hasten this to develop an efficient "lobbying" technique to influence politicians. Thus there is often little in the way of a local community on which to build; this has considerable significance when the motivation and initiation of school community relationships and facilities is examined.

8. The situation which pertains in Victoria at the present time is in marked contrast to this. Regionalisation amongst municipalities has been promoted and changes in legislation have empowered schools and municipalities to plan together, initially for education/community recreation. More recently, legislative changes have provided school councils with wide powers which include liaison with local governments for provision of educational facilities.

The Education Systems

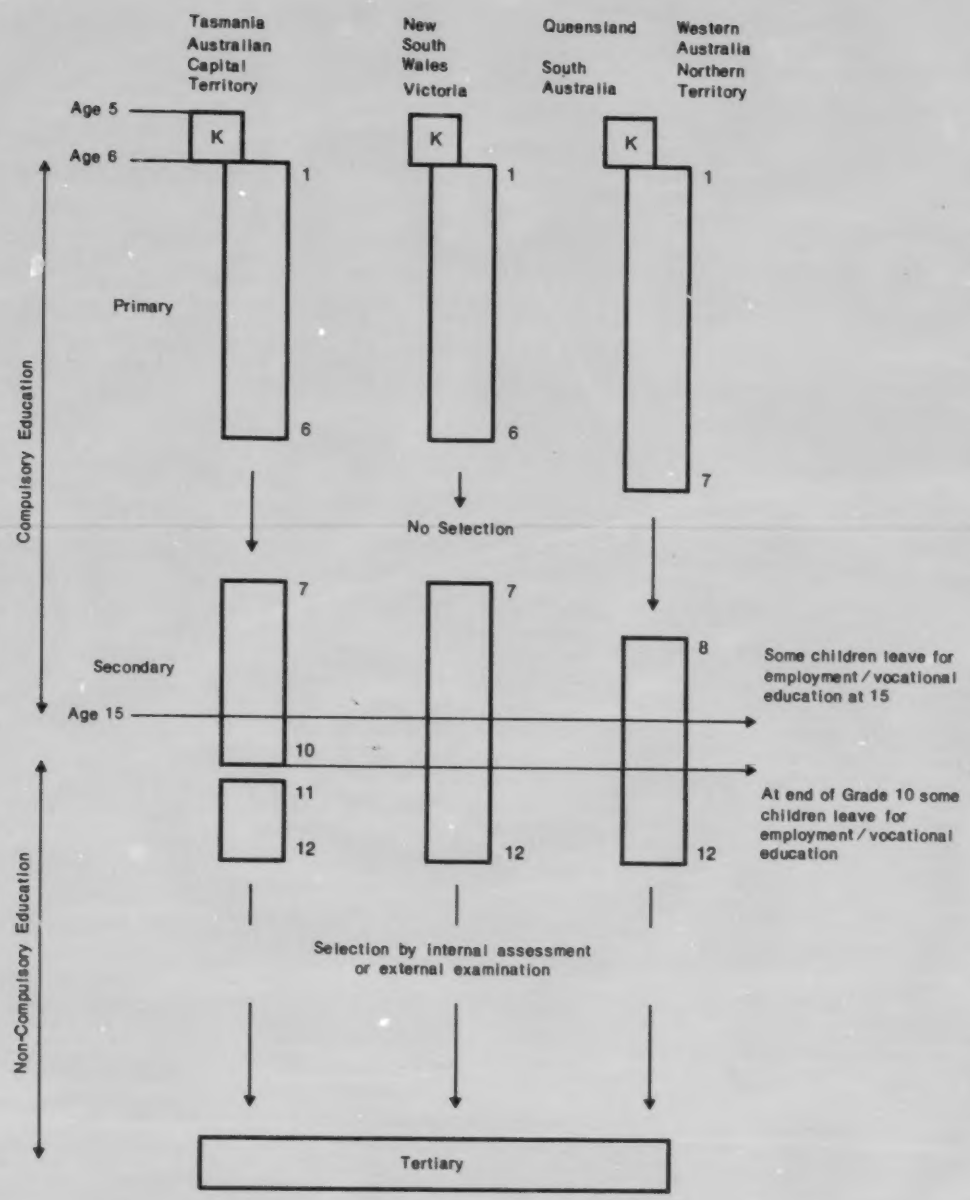
9. Primary, secondary, special and technical and further education are State responsibilities, even though finance for education is provided by both Federal and State Governments. Education within each State was at one time highly centralised, with appointments, movement of teachers, most curriculum decisions and the allocation of Federal and State funds for resources being carried out by the State Ministries of Education. More recently, significant moves have been made in all States to increase regional and school autonomy and the nature of administration has been dramatically altered. Traditionally, education has been under-financed, and the concentration has been on a sound common education to fourteen. However, recently secondary education has been extended and expanded, so that most pupils stay at school until sixteen and in increasing numbers, until eighteen. Primary school extends until twelve and the secondary schools mostly from 12-18, though recently "sixth form" colleges from 16-18 have developed in some States.

10. Although in Victoria a technical school system with a high vocational orientation has existed in parallel with the secondary academic system, the curriculum of schools in other States has been basically academic, very oriented to examinations, with little emphasis on the social role of schooling. Again this has changed over the last quarter century, and in Queensland and the Australian Capital Territory external examinations have been abolished in favour of internal assessments by individual schools. Because of low expenditure in the past and rapid expansion recently, secondary schools are often poorly equipped for practical, creative and physical activities; some of the present motivation towards creating new school/community facilities arises from a desire to right this.

11. In most States adult education was previously perceived largely as a matter of Workers' Education Classes run by universities, which tended to be academic. Over the past ten years there has been a great increase in the attention given to further education conducted by technical education authorities, both as evening classes in schools and in the technical colleges. Such courses which cover both technical and general adult education, as well as leisure-type activities, have greatly expanded in the last ten years as additional finance has become available for this purpose.

12. A factor that has militated against school staffs becoming integrated in local communities and thus open to community development, has been the rapid turnover of staff within schools because of the promotional structures of a centralised system. In such a highly urbanised society, it is rare for teachers to reside in the same community as the school in which they work. Thus, they have tended not to identify with the local community.

GOVERNMENT SCHOOLS



Education from Grades 1 - 12 is also available in non-government systemic or non-systemic schools.

Many States provide kindergarten classes to children aged 5.

Part One

THE PRESENT SITUATION AS TO THE CO-ORDINATION OF SCHOOL AND COMMUNITY FACILITIES

13. Between complete isolation of the school and its facilities from the community and its complete integration into a co-ordinated complex in which it is only one part, several stages of at least co-operation between school and community can be identified. These, given below, will be used to describe the situation as it stands in Australia at this moment.

i) The school remains basically isolated from - and indifferent if not hostile to - community presence in its precincts. This is normally limited to a separate evening institute providing mainly general, technical and commercial courses for adults. It is normally run by someone other than the principal of the school and is the responsibility of a special division of the State Department of Education.

ii) In this case as many of the existing facilities as possible of the school and of the community are made available for joint use, though the school remains the dominant controlling institution. Sometimes someone responsible for development of the community programme will be attached to the school staff - or an existing member of staff may take on this role.

iii) As for ii) but additional new facilities are planned and built with joint use as an objective - these may be either situated in the school or in the community.

iv) Very different from the above are the few schools, which fundamentally for educational purposes, undertake considerable community services of varying kinds. This may involve going out into the community and welcoming the community into the school.

v) Finally, there is the true community complex embracing the school as one of many services - not as the dominant institution. Perhaps a sub-set of this not realised at the present, is the total planning of the services and facilities for the community, including schools, as a citywide network.

14. If the predominant type in Australia has been the separate evening institute, in all States a firm trend can be detected towards moving to stages ii) and iii) - situations which, though dominated by the school, make as full use as possible of school and community facilities. Increasingly, new facilities are being planned and built for joint use in at least four of the States and the Territories.

15. It is important not to consider that i)-v) is necessarily a ranking order, for it is definitely arguable that more modest expenditure over a wider area, resulting in smaller school/community developments, and ones which are more embedded in a truly local community - an approach being increasingly adopted by Victoria - might be more desirable than the larger, necessarily rather more remote, complexes.

COMMUNITY USE OF EXISTING SCHOOLS

The Case of Schools with Evening Institutes

16. The predominant pattern of community use of schools in Australia is to provide educational and recreational evening classes under a separate principal and responsible to a different administration. That this system meets a very real community need is shown by the fact that the demand for such classes cannot always be met from existing resources. It must be recognised, however, that the system is not without problems and frustrations: conflict on "leaving rooms as they were", "damage to school displays" etc.; shortage of reasonable storage accommodation and administrative accommodation for the evening institute; provision of suitable caretaking and cleaning; difficulties as to security of the building. A further problem is that it can emphasise the "apartness" of the school from the community and this may hinder the development of real co-operation. In many States, positive action has been taken to improve both the working conditions of the evening institutes and the relationships between them and the schools. However, the general trend is towards a differing organisation which makes co-operation more possible.

Full Use of Existing School Facilities by the Community and Vice Versa

17. In contrast to the case of the evening institute a real attempt, encouraged by the State Governments, is made to utilise fully the available facilities, not only in evenings but also at weekends and during holidays. This has led in some cases to staff being appointed with real responsibility for the development of community programmes. For example, in

Western Australia, the appointment of Youth Education Officers in most high schools is further encouraging an already extensive use of playing fields, classrooms, etc. by community organisations. In general the old dichotomy and hostility between school and community begins to break down, even if the schools still tend to be suspicious of too great an involvement. The co-operation has been more particularly marked when the local community begins to participate in the control of, or at least in advising, the school - a trend noticeable in certain States. In Victoria, in most co-ordination exercises now, all potential contributors/users/participants clearly understand that the amount of capital or usage of the facility does not determine a level of control, and equal representation on the management committee is a precept. The main limitation has been the fact that the majority of schools have in the past been poorly provided with those facilities which are also of use to the community: sports halls and gymnasia; art and craft accommodation; assembly halls/theatres; libraries. It is this lack that perhaps lies behind the increasing growth of the next stage.

PLANNING AND BUILDING OF NEW SPECIALLY DESIGNED JOINT USE FACILITIES

18. Though uneven as between States, the most marked development of the past decade has been the provision and planning of new facilities specifically designed for joint school and community use. Two main categories can be identified:

i) the addition of new buildings, providing joint facilities, to existing schools;
ii) the incorporation of especially designed facilities in the design of new schools.

A number of illustrations, chosen not to represent the relative activity of the different States, but because of their aptness, are given below.

The Addition of New Buildings to Existing Schools

19. At Kew High School, Victoria, a new theatre and library has been built and a gymnasium is planned for the future. This school is situated in a district in which half the population are new migrants. The initiative was from the State Department of Youth, Sport and Recreation, which in Victoria liaises very closely with the Department of Education. A former member of the school staff has been appointed "Community Programme

Director" with the task of stimulating and guiding community activities.

20. At Gladstone Park High School, Victoria, a proposal originating from the School Committee (Governing Board), to build a very large recreational centre on the school site, is at the moment under consideration. This would comprise a gymnasium; Olympic-standard swimming pool; tennis, squash and basketball courts; a theatrette; a child-minding centre; administrative offices. The centre would serve all schools in the area as well as the community but would remain under the jurisdiction of the School Committee. It is expected that finance would be made available from many sources. Federal Government agencies, State Departments of Education and of Arts, Local Government Councils, and from the schools themselves.

21. In Western Australia, agreement has been reached between the Education Department, the Community Recreation Council and certain local authorities for the joint financing of halls/gymnasia within the local high schools. These will be used by the school during school hours and by community organisations at other times. Out-of-school use will be administered by a management committee which will be representative of the local authority, the school and other community interests. Negotiations are also progressing on the joint provision of community/school libraries in certain areas.

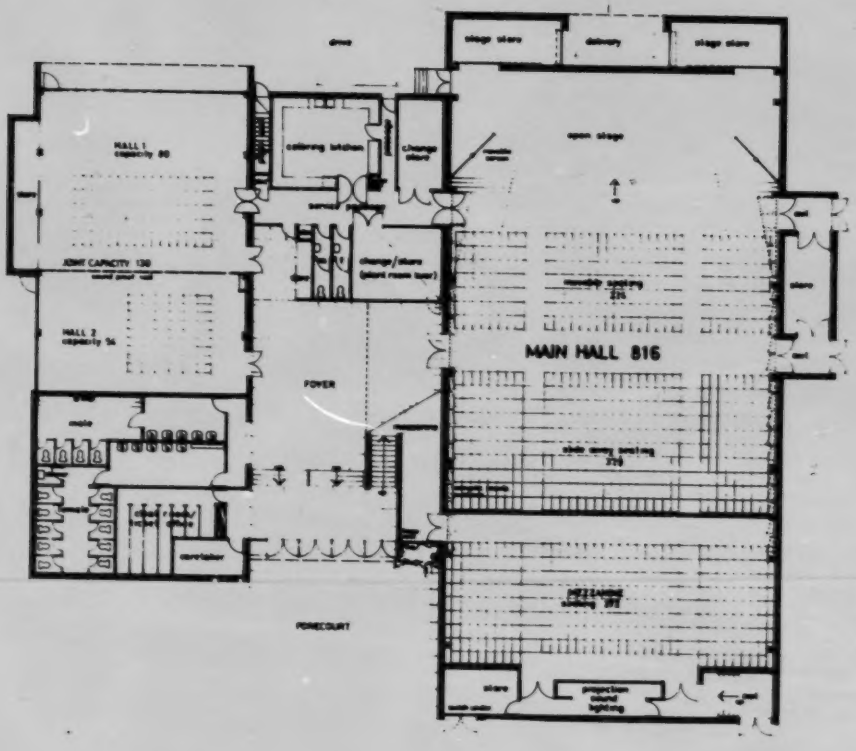
The Incorporation of Specially Designed Facilities in New Schools

22. The design for the James Meehan High School, New South Wales (N.S.W.), which will serve a new housing development incorporates a sports complex, multi-purpose centre, parking and eventually an assembly hall, all planned for joint use.

23. The Minto Community Schools complex, N.S.W., in a "green fields" development area will include a secondary, primary, and special school, for joint community use. There will be a sports complex, hall, library and playing fields. This in many ways more closely approaches the concept of a total complex. Further details are given in Annex A.

24. The Wanniassa Centre, Australian Capital Territory (A.C.T.), is an interesting project to create a 16-19 secondary college with a freer, more open educational philosophy and to integrate this with community facilities which will include a multisports hall, squash courts, library, theatre, refreshment areas and youth "drop-in" centre. Further details are given in Annex B.

COMMUNITY ASSEMBLY HALL
James Meehan High School



25. Neill St. Primary School, Victoria, is a new primary school serving a high-rise residential area with a large new migrant population. In many families both parents work, posing the problem of the occupation and control of children in the period between the end of school and of work for the parents. An iniative by the school principal, backed by the State Department of Education, was taken to approach the Melbourne City Council to see whether joint development and use of the grounds was possible. The Local Government agreed, seeded the "oval", built an all-purpose recreation room, changing rooms and toilets, and landscaped the whole area. The Local Council also agreed to maintain the grounds and appointed a "recreation leader" who works closely with the school principals.

26. Princes Hill High School, Victoria, rebuilt after a fire, included, on the initiative of the State Department of Education, a library, gymnasium and art centre, designed for joint use. A director of the community programme was appointed to the school staff. Outdoor facilities for sport were provided in the nearby municipal park by the Melbourne City Council.

27. At Monbulk in Victoria, a co-operative venture is being undertaken by the Shires of Lilydale and Sherbrooke, the primary school, Senior Citizens Club and the Recreation Reserve Committee. Adjacent parcels of land will be planned as a consolidated site and a Land's Department pine plantation will be incorporated. Additional sites are being purchased by the Education Department, which is funding the outfitting of the new community centre and the integration of site works. A joint committee of management will oversight the use and further development of all facilities.

Use of Community as a Part of Educational Philosophy in Schools

28. A small group of schools in Australia have come to consider that, for the full development of pupils, a much greater integration of school and community is necessary. In particular, the essential effective learning that comes from wide and differing contacts between children - and above all, adolescents - and adults can only be achieved in this way. A normal corollary is that in doing things together learning takes place. This may involve both the school going out into the community and joining in or initiating actions there, or the community coming into the school - both to give its experience and to join the pupils in learning situations. One example is given below.

29. Huntingdale Technical School, Victoria, which is in the process of moving into new accommodation specially planned to fit its philosophy serves an area with a mixed socio-economic population. It considers itself an integrated part of the community and has a democratic form of government in which the advice of the community is sought. The facilities and services it offers include among others: a learning exchange and school shop; a child-minding centre; language teaching for migrants; guided "bush" tours through an ecologically protected area; a co-ordinating and advertising service for all local activities; a joint municipal and school library staffed in the municipality.

30. The Tagari School in Tasmania is a small, innovative school which operates from a converted residence and depends very largely on community facilities and support from individual citizens for the operation of its educational programme. Educational facilities in institutions such as the technical college, secretarial school, college of advanced education and art school are used. State library facilities, laboratories in government schools and the museum, and even private homes are utilised. Army and police academy personnel assist the school to provide recreational activities, while the children at the school provide voluntary assistance to old people's homes and to pre-schools and child care groups.

Provision of Complete Community Complexes

31. In the sense of a complex providing wide community facilities and services of which the school is one but not the dominant element, there are in Australia the Victorian project at Whittington and the interesting South Australian projects - Thebarton and Angle Park. At Whittington, a fully co-ordinated complex comprising primary school, pre-school, commercial and welfare facilities, swimming pool, community centre and active recreation and sports facilities are being developed within a Housing Commission Estate. The task of design co-ordination has been undertaken by the Housing Commission and service agencies are developing facilities within a master plan. Details of the two South Australian projects are given in Annexes C and D. Starting originally as ambitious projects similar to those in paragraphs 22 to 27 - schools which include a wide provision of joint use facilities - these have developed into projects for fully-fledged complexes in which the schools have become only one of the components among many: medical and health agencies, libraries, perhaps police, and large-scale recreational facilities for the community.

32. The areas were chosen partially because they both suffered from social problems and both needed new school facilities. Angle Park is a largely one-class estate, mostly of cheap rented housing, built after the last war; it is short on community facilities and high on welfare problems. The predominantly Australian born population has no tradition of communal activities and a distinctly suspicious attitude to Government agencies - and to "do-gooders". The demographic balance is skewed because of its original occupation after the war by young families; it has a disproportionate number between the ages of 5-19 and 40-59. Thebarton, an old suburb of Adelaide, presents a different set of problems; originally a "good middle-class" suburb it now has approximately fifty per cent new migrants still embedded in their national cultures; in particular these are from Greece and Italy. Some of the original inhabitants remain, mainly older and often retired. Generally it has lacked community facilities and whereas some communal activities have grown up within ethnic groups, little mixing has taken place: it remains essentially a fragmented society.

33. Throughout the rest of this paper reference will be made to the more interesting aspects of these projects; but briefly these are:

i) The wide co-operation between Departments within the State, with the Federal Government, and with other agencies locally.
ii) The financing and appointment of project teams with sufficient time to investigate needs and to draw up the original brief.

iii) The process by which the needs of community were investigated and the use of the same process not only to arouse interest in the project but also to initiate local voluntary communal action and to identify potential "leaders" in the society.

iv) The concept - not yet finalised - of the possible management structure.

34. Finally, though not anywhere as yet adopted, the publication "A Plan for Education in New Towns and Cities" by Hedley Beare should be mentioned. This envisages the total planning of community services, facilities and education throughout a city to maximise the use of each and, as in the case of the few schools mentioned in paragraphs 28 to 30, embracing a total concept of education as something which may largely take place outside an institution called a school.

Part Two

IMPLEMENTATION OF FACILITIES CO-ORDINATION

MOTIVATIONS FOR SCHOOL/COMMUNITY CO-ORDINATION

35. Motivations for action, whether by an individual or a collectivity, are rarely simple; certainly the information available for this report is insufficient to isolate the relative importance of differing motivations that have lain behind the development of school/community co-ordination. However, it is possible to identify four main "drives" that occur, expressed generally in the form below.

Full Use of Existing Facilities

36. Existing school facilities are used only during the day, five days a week, and forty weeks a year, calculated by some to add up to only 14 per cent of the possible use. Even allowing for the fallacy concealed in this figure, assuming as it does that 100 per cent usage - 24 hours a day - is feasible, nevertheless there is gross under-usage. The implication is that a community use exists for all school accommodation; this is only partially true. Similarly certain community facilities, sports complexes, assembly halls/theatres are largely unused during week days during working hours.

37. There is thus a strong economic motivation to share facilities; it is perhaps worth noting that this makes sense only if accommodation suitable for joint use is considered desirable for both users. As will be seen in the subsequent paragraphs this is increasingly the case. In a world in which finance for development is becoming harder to get, the economic argument is a powerful one - particularly when "Treasuries" have to be convinced.

New Facilities for An Extended Curriculum

38. Many Australian secondary schools have in the past had inadequate facilities for physical, creative, expressive and practical activities. This in part derives from a low level of finance for education and partly

reflects the emphasis in the curriculum on academic subjects. The present trend, particularly in the secondary schools with the increased age for compulsory education and the growth of comprehensive organisation, is to develop an all-round curriculum. With this has come the demand for the necessary facilities.

Growth of Social Consciousness

39. As in many countries the last quarter century in Australia has seen the growth of social consciousness, an awareness of the difficulties of disadvantaged groups, and more recently an awareness of the importance of the environment. Much suburban and city building has been carried out in the past with little regard for community facilities. The recent migration of new ethnic groups and the continuing Aboriginal problem also cause social problems. Thus a drive has developed to provide facilities and services and to stimulate voluntary activity within communities. Somewhat naturally, because the school, however inadequately it has played its part in the community in the past, is the only existing local institution, government have looked at it both as a physical centre and as a possible nucleus for action. Thus it has seemed logical, using the economic argument stated in paragraphs 36 and 37 to press for joint facilities. An examination of some of the projects outlined in Part One shows clearly this motivation e.g. Angle Park, Neill St. Primary School, Prince Hill High School.

New Educational Concepts

40. Probably playing a lesser part have been the new educational concepts which see the community as a valuable source of resources, human and material for the schools. As stated before this "philosophy" stresses particularly the learning that comes from adult-child (or particularly adolescent) contacts. Such motivation appears to have lain behind Huntingdale Technical School and perhaps in part Wanniassa College.

41. To sum up it may be fair to say that the desire to provide schools for educational reasons, and community for social reasons, with adequate facilities forms the major motivations; no doubt which between the two is the most powerful depends on which government department is initiating the action. Perhaps the economic argument and to a lesser extent the new educational thinking are more justifications than motivations.

INITIATIVES TOWARDS SCHOOL/COMMUNITY DEVELOPMENTS

42. The weakness of community ties and the traditional dependence on State Governments for the provision of services and facilities has meant that the major source of initiatives has been the State Departments, or in some cases the larger municipal councils. The two Departments that have been most active are those for Education and for Sport, Youth and Recreation. For example (paragraphs 19 and 26 above), the Princes Hill High School project originated with the Department of Education, the Kew High School with the Department of Youth, Sport and Recreation.

43. In one State, Victoria, a serious effort is being made to encourage and develop initiatives from the local community; in fact several projects have already originated with the School Committees - Gladstone Park High School for example. The State is in the process of setting-up a series of regional and local "Priorities Review Committees". These are constituted in differing ways but are all chaired by State Administrators from the Department of Education. Their task is to formulate three-year plans which will place all capital works in relative priority for each region. It is intended that these Committees should consider all aspects of funding, value to education system and to community, and local support and involvement. They will be able to influence both the nature of the facilities to be provided and their relative priority.

44. Through "Operation Outreach" the State Education Department is seeking to devolve strategic planning of facilities to municipalities to undertake jointly with State planners. The objective is to permit the maximum initiative for co-ordination of community and education planning at local level. A number of Councils have registered to participate in this programme and in the past eighteen months a high percentage of new schools have been developed in conjunction with community recreation facilities and public open space. The Liaison Committee between the Education Department and representatives of the non-government school system has been established as a further mechanism for co-ordination.

45. However, in the majority of States, in those areas where the social necessity for facilities is the greatest there is also lack both of community organisations to make initiatives and of people with the know-how to get the support of the State Department concerned. Thus, as shown in Angle Park and Thebarton, the initial moves must come from the State; it is hoped in these areas that with the development of local community organisations perhaps future initiatives will come more from the periphery less from the centre.

THE IDENTIFICATION OF NEEDS

46. With the exception of the Thebarton and Angle Park projects in South Australia, little appears to have been done to identify systematically the needs of the community for which joint provision is being planned. Often this has not been necessary: clearly major needs existed and were obvious to all, e.g. lack of sporting facilities or of libraries. Certainly the perception of the needs of the children of families from the tower blocks lay behind the Neill St. Primary School Development. However, in the cases where a real attempt to develop community programmes has led to the appointment of staff with full-time responsibilities for their development, the identification of needs has been a part of their responsibilities.

47. In the cases of Thebarton and Angle Park a major attempt was made to identify the needs. This was possible because of the appointment of project teams with sufficient time and finance to prepare the briefs. The actual surveys of needs were carried out by the State Department for Community Welfare. From the beginning it was recognised that three levels of needs must be identified:

i) the needs as the local population themselves saw them;
ii) the needs as various social organisations who knew the area saw them: churches, schools, St. John's Ambulance etc.;
iii) the needs as seen by various Departments or Agencies of the State:

Department of Education
Department for Community Welfare
Department for Sport and Recreation
Department for Public Health
Department for Labour and Industry
South Australia Police Force
South Australia Libraries Board
Adelaide University Faculty of Community Medicine

48. A difference exists between the needs as seen by those who will use the facilities and by those who interpret what these should be. In the first case the problem is that most people are only aware of a limited number of pressing needs - somewhere to swim, somewhere to meet. Many needs are dormant and can only be aroused by the provision both of opportunities and stimulus. On the other hand there is always a danger that those deciding on needs "from the exterior" will think either of what

people should want - libraries for example - or of what they themselves think should be important. What is interesting is that the planning in these two cases has really tried to combine the two, while leaving the necessary flexibility to cope with new needs as they arise - or as they are perceived. It would, however, be true to say that the needs as seen by Departments, and to a lesser extent by local organisations, have served to play the major part in the brief ultimately prepared.

49. An examination of results shows that inevitably the surveys made were only partially successful in reaching the people: time was limited and techniques had to be devised ab initio. To some extent a native suspicion of "question askers" inhibited responses, while the absence of well-developed community organisations made local knowledge limited. Nevertheless, a sufficient response both to pamphlets and door-to-door interviews occurred to make the results valuable.

HOW INTERVIEWEES LEARNT ABOUT THE ANGLE PARK CENTRE

	Number	% of sample	% of those informed
Pamphlet	118	55.2	83.7
Poster in shop, factory	14	6.6	9.9
Newspaper	51	24.2	36.2
Friends, neighbours	28	13.3	19.9
Arndale booth	7	3.3	5.0
Through school students	8	3.8	5.7
Radio "talk-back"	3	1.4	2.1

Note: 1. More than one response was allowed to each interviewee.
2. The value of the letter-boxed pamphlet and publicity through the local press is confirmed by these figures. It is also instructive to note the comparative ineffectiveness of the booth at the Arndale shopping centre.

50. Between the two areas interesting differences occurred. In Angle Park the process by which enthusiasts were identified and then encouraged to set up small discussion groups to talk over needs and plans, proved very successful. However, in the fragmented society of Thebarton this was less possible; it was the door-to-door interviewing that proved most successful. Here the problem of differing ethnic groups was tackled by the printing of all pamphlets and questionnaires in Greek and Italian; articles also appeared in the local newspapers that are produced in these languages. Finally, an essential object of these surveys was not only to acquire

information as to the felt needs of the local population, but also to arouse interest and to initiate social action; this is discussed in the Section "Use" later.

PLANNING AND FINANCE

Inter-departmental Co-ordination

51. Traditionally, the highly centralised nature of State Administration combined with a rigid "departmentalism" has resulted in planning being carried out centrally and within one State Department. However, the development of planning for joint provision has necessitated at least inter-departmental co-operation. Increasingly this extends to local government councils and even in some cases to School Committees. As discussed in paragraphs 42 to 45 Victoria has pushed further still towards local participation in planning. Where new developments are to be planned, interim "School Committees" are set up as early as possible to allow local participation in planning.

52. Inter-departmental co-ordination, usually between the Departments of Education and of Youth, Sport, and Recreation has become common. In Victoria this is facilitated by the Minister for the latter being at the same time Assistant Minister for the former. Good examples of co-ordinated planning involving local councils are the James Meehan High School, and the Minto Schools, N.S.W. (see Annex A); and the co-operative venture at Monbulk in Victoria.

More Partners Involved

53. However, the large scale of the Thebarton and Angle Park projects demonstrates planning with many dimensions. Many State Departments and Agencies are involved in one way or another: Education, Community Welfare, Sport and Recreation, Public Health, Police Force, Libraries Board. The reconciliation of so many very different pressures is a major problem. But it is here also that a genuine attempt has been made to involve the potential users in planning. Following the survey of needs, Residents Committees were set up initially including all those who wished to join - Annex C gives more details of their activities. From the practical planning point of view the Thebarton Committee proved particularly effective. Provided not only with sketch plans but also with a scale model, they produced well thought out and practical changes in the original design. The Angle Park Committee acquired much useful information as to opinions but the sketch plans provided were perhaps less effective than a scale model: a comment made was that they were "more admired than understood".

54. Planning not only involves multiple elements but the financing of projects also tends to come from multiple sources. In the case of the South Australian projects it is possible that all the following sources of finance will be tapped:

i) from South Australia State Departments: Education, Further Education, Community Welfare, Tourism, Recreation and Sport, Hospitals;
ii) from local government: Enfield Council, Thebarton Corporation;
iii) other agencies: State Libraries Board, S.A. Housing Trust, University of Adelaide;
iv) from Federal Government Agencies e.g. Department of Tourism, the Regional Employment Development Scheme, the Childhood Service Council.

55. The co-ordination and control of finance from so many varied sources must prove a major problem. Even in the simpler cases of co-ordination between State Government and Municipal Council quite complicated financial arrangements become necessary. For instance, in the case of the Minto Schools Complex, N.S.W., the finance for various facilities for joint use are split as follows.

	Education Department	Local Council
Assembly Hall	50%	50%
Sports Centre	75%	25%
Playing Fields	50%	50%
Library	70%	30%

Thus projects in Australia are mostly financed from many differing sources. This can prove a strength in that in providing money, many Departments and Agencies become committed and involved actively, which bodes well for future interest. However, not only at the planning stage but later during the functioning of the joint facilities it may cause problems of management; those who pay wish to control.

MANAGEMENT AND USE OF JOINT FACILITIES

The Management

56. In most cases of use of existing facilities in a school or of addition of specially planned joint facilities, the management has rested mainly on the school principal, with perhaps a staff member appointed to run the

community programme. Where effective School Committees exist these may play an important part in influencing decisions. In some cases, the community programme and the control of the facilities outside school hours has been given to an "outside" appointment not responsible to the school; this is the case with Neill St. Primary School where the recreation officer is directly responsible to Melbourne City Council.

57. However, as was indicated in the previous section, major projects such as Thebarton and Angle Park, involve many sources of finance and potentially many masters. The resolution of the problem of finding an effective management structure which at the same time can give each sector its due, prevent the domination by any one Department of the State, and involve the users, perhaps the key factor in the making of most decisions, is difficult. In Annex D there is a discussion of the possible future management structure of the Angle Park Complex. Attention is drawn to the following points from this:

> The number of Departments and Agencies involved, mostly with a financial stake in the complex, and the desirable goal of having a majority of local residents, could result in an over-large unwieldy Community Centre Council.
>
> There should be a co-ordinator responsible to the General Centre Council as its chief executive officer. For administrative matters, the co-ordinator should only be responsible to one State Department.
>
> All employees of the Centre should be seconded from their departments and be attached to the Centre, working directly under the co-ordinator.
>
> All budgeting and finance should be chanelled through the co-ordinator, whatever the restrictions on the use of any part of it. At least some part of the funds should be made available for direct unreferred use by the co-ordinator, both for general purposes common to all and for use in emergencies.

58. However important the Community Centre Council may be it is probable that the Board of Management with whom the co-ordinator will work and who will take the day-to-day decisions within the general policy will be the key to the success of the Centre. This Board may consist of the heads of sections, and representatives of the General Council. This is the level at which either co-operation or conflict is likely; the co-ordinator will clearly play a key role in reconciling conflicting demands.

59. In the proposed structure more emphasis seems to be given to representatives of the residents of the area than to those of the actual users of the Centre. This may be a matter of the wording of the document rather than its intent; however real participation only occurs when those who take part in actions make decisions about them.

Use

60. Little precise information as to the nature and volume of the use of joint facilities is available. In the smaller developments the types of activities followed appear similar to other countries. The usual difficulties exist in attracting into such programmes those who might particularly benefit from them either because of a feeling that all "establishment" agencies are not for them or from timidity.

61. The process used in the Thebarton and Angle Park projects to encourage future use of the Centre is interesting. The process of surveying needs and seeking opinions on plans was used at the same time to stimulate interests and to bring about community action even before the Centre was to be built. In both communities the Residents Committees were set up, which for the first time started to work on a community basis. In Thebarton some progress has been made in bringing the different ethnic groups together; a house has been provided as a centre and a full-time community liaison officer has been appointed. Among the activities undertaken have been a play-group and a pre-school resource centre. The Angle Park Committee has concentrated more on the collection and dissemination of information; they have published their own newsletters. A "gala day" was organised on the proposed site; it was attended by over 11 000 residents. From these activities much of the impetus for the initial use of the premises when open will come.

Part Three

SUMMARY COMMENTS

62. Though parts of the social, political, and education systems of Australia resemble those of the British Isles, of certain centralised European countries and of the United States, the whole is unique and particular. It is because of this that a study of the development of co-ordination and co-operation between schools and community is of considerable interest. Similarly particular aspects of problems that are met with in most countries are seen in perhaps a more exaggerated form in Australia; this makes clearer the real nature of the problems themselves.

63. For instance, there is the problem that most communities, particularly those most in need of facilities, have no tradition of local organisation. Also the problem of provision for new migrants from markedly differing ethnic cultures is in many parts a major difficulty - and one which affects profoundly the nature of and need for community provisions. From another point of view there is the difficulty of the shortage of accommodation in schools for physical, creative and practical work and the need to provide it for the new curriculum being introduced.

64. Above all the system of multiple financing which is particularly clear in the South Australian projects highlights the two basic problems of large scale school and community projects: how can planning be carried out effectively when so many agencies are concerned; how can management be organised so that the many conflicting interests do not make impossible the efficient running of the Centres. Related to this is the question of how the potential - and later actual users - can be brought into first the planning and later the management. For a study of these, the Australian experience with the Thebarton and Angle Park Centres is - and will continue to be - very valuable.

Annex A

REPORT OF THE SPECIAL COMMITTEE INVESTIGATING THE JOINT USE OF FACILITIES AT THE PROPOSED MINTO DISTRICT CENTRE

(Edited version)

INTRODUCTION

The concept of the community school as it might be applied in the development of Campbelltown was initiated in February, 1972, by the Campbelltown City Council when it submitted a proposal to the Department of Education concerning the establishment of educational facilities within a district community centre that the Council intended establishing at Macquarie Fields to serve the combined areas of Macquarie Fields and Glenfield.

Included in Council's submissions was a proposal that a special committee might be formed comprising representation from both the Department and Council to fully investigate the community school concept as it might apply to Macquarie Fields and in May of that year the Minister for Education agreed in principle to the provision of joint use facilities within the proposed high school to be established as part of the community centre. The Minister also agreed to the formation of a special joint committee as proposed by Council, the task of the committee being to fully investigate all aspects of the proposed joint co-operative action.

The committee completed its investigations in the latter part of 1972 and its report and recommendations in relation to the school, which was subsequently named the James Meehan High School, were adopted by Council and the Minister. The recommendation from the committee suggested that Council and the Department co-operate in four areas covering the provision of an assembly/community hall designed to suit both the needs of the Department for educational purposes and Council for community purposes, the provision of playing fields on land retained by the Council, community use of the standard multi-purpose building provided as part of the standard school construction and an agreement concerning the provision of parking facilities for school use within the adjacent Council parking areas being established for the shopping and community facilities.

MINTO DISTRICT CENTRE

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While the committee's report and recommendations related only to the James Meehan High School to be established at Macquarie Fields, it was most pleasing for the committee to note that both the Minister and the Council agreed that it would be most desirable for similar joint and co-operative action to eventuate in other suitable school developments that will be planned in the future development of the Campbelltown area and particular reference was made to Minto as being a possible suitable location.

MINTO DISTRICT CENTRE

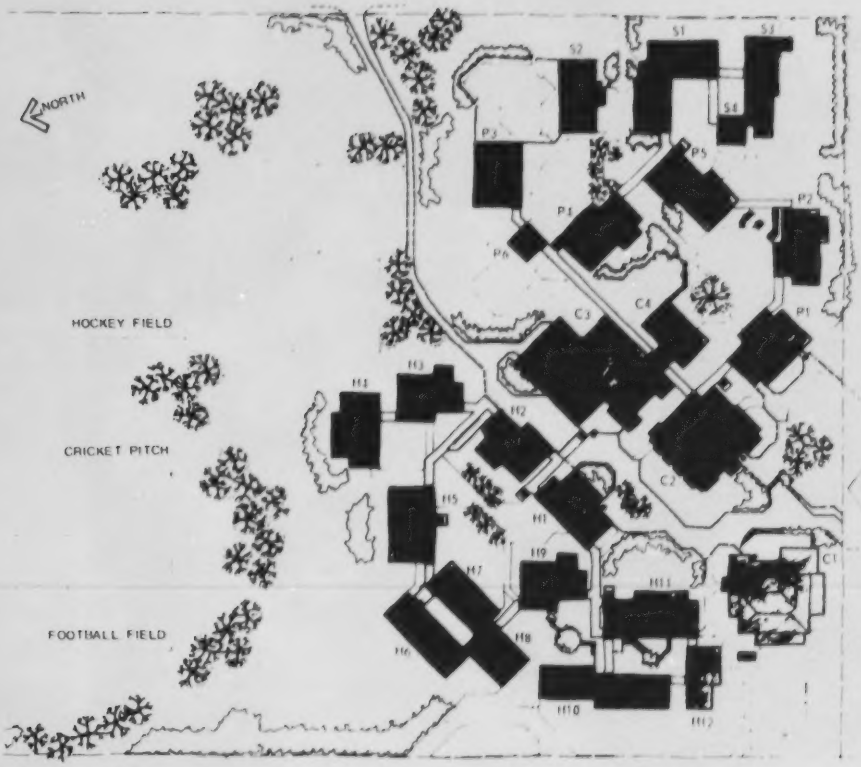
Having regard for the comments made by both the Minister and Council, the committee continued its investigations in relation to Minto as it was considered that the establishment of a community school as part of the proposed Minto District Centre was most desirable, as a total community complex is envisaged to service both the existing and future development within the Minto area.

Representation on the committee comprised the Mayor, the Town Clerk and the Deputy Town Clerk, representing the Council, while the Department was represented by the Assistant Area Director for the Liverpool Area, together with two other representatives from the Area Office. Also in attendance at various meetings of the committee included an architect from the Public Works Department responsible for the design of the complex, a representative of the Department's Head Office and observers from both the State Planning Authority of N.S.W. and Housing Commission of N.S.W., both these organisations being vitally involved in the planning and development of the Minto area generally. As one of the facilities being investigated by the committee included a community library, a special sub-committee was formed to advise the principal committee on technical matters relating to both the school library service and the public libraries. Membership of the sub-committee included the Officer-in-Charge of the School Library Service, the Chief Librarian of the Council's Library Service, and the Acting Secretary of the Library Board of N.S.W.

THE MINTO COMMUNITY EDUCATION CENTRE

It is proposed by the Department of Education that a total education complex be established at Minto comprising an Infants' School, Primary School and Secondary School, together with an S.S.P. (School for Specific Purposes) Multi-Purpose Unit.

MINTO COMMUNITY SCHOOL SITE PLAN



While the design and lay-out of the various school facilities was outside the scope of the committee, it was necessary for it to have full regard for the disposition of the various school sectors in the planning and location of the joint use community facilities.

Having regard for the above points and the need for the total, yet careful, integration of both the traditional school development and the community facilities, the committee could not successfully carry out its task without being involved in the design and lay-out of the total complex. Accordingly, it recommended adoption, in principle, of the plans annexed to the report in relation to the Minto Community Education Centre.

THE MAJOR COMMUNITY FACILITIES - AREAS OF JOINT CO-OPERATIVE ACTION

There are four major community facilities being established as part of the complex comprising:

Assembly/Community Hall

The design and lay-out of an Assembly/Community Hall was established during the committee's investigations in relation to the James Meehan High School at Macquarie Fields. The design for the hall at James Meehan was prepared by Architects from the Department of Public Works and has been adopted by both Council and the Department as being ideally suitable for both school and community use.

MINTO
COMMUNITY HALL
Date Sept. 75

The hall has been designed to public hall standards and contains a main hall with seating capacity of 800. It includes such features as a large stage area, some raised fixed seating and projection facilities, together with two smaller halls or meeting rooms capable of seating 70 and 50 respectively. The two smaller halls are capable of being combined to provide one medium size meeting room capable of seating 120 persons. The complex includes a kitchen and catering facilities which are centrally located to serve all of the halls in the complex.

The committee recommended that this hall be also established as part of the Minto Community Education Complex. The Minto Hall is to the same brief as James Meehan High School, but is slightly smaller to complement other spaces available in their respective complexes. The small halls are located to serve as backstage accommodation to the larger hall, if necessary. The stage area is tiered and has potential as a multi-level stage or for seating in a "theatre-in-the-round" situation. Interlocking boxes, which may be used as movable staging, fill in the tiers to provide a standard, flat stage.

Sports Complex

A sports complex has been designed providing for two halls with separate storage facilities to accommodate a variety of school and community uses. The main hall was designed to cater for a wide range of indoor sporting activities and is basically an enlargement of the standard multi-purpose unit currently being established in secondary schools. The smaller sports hall is similar in size and treatment to the traditional shelter provided in the standard primary school. Other features include the provision of retractable spectator seating in the main hall, additional storage facilities and change rooms which are accessible internally to serve the halls and externally to serve the adjoining playing fields.

Community Library

The design and lay-out of the proposed community library was determined after considerable investigation, particularly by the library sub-committee which inspected a number of both the traditional school and public library services operating at the present time in a number of different areas. In reaching its conclusions on the establishment of a community library, both the committee and its library sub-committee had considerable regard for the scope, operations and role of the school library as part of the education system and the public library in its role as a service to the community generally. The investigations included such other matters as staffing, management and the general operations of libraries both as separate entities and as one comprehensive library unit.

The committee recommended the establishment of a community library service as part of the total complex generally in accordance with the design, lay-out, management and operation covered in the latter sections of the report. The combination of public and school libraries may produce totally new user patterns. However, there was a conscious effort to maintain many of the traditional ones: for example, to many older

members of the community the public library is a meeting place and a place to read the local paper. This use may cease if the elderly feel overwhelmed by the schools population. There was, therefore, a need for separation, without creating two isolated libraries. The split level design provided two entries and a variety of spaces (high open ones and low close ones) from which a patron can select the degree of involvement or isolation in which he feels most comfortable.

Playing Fields

The committee recommended the joint provision of playing fields on approximately fifteen acres of the site, the fields to be of a similar design and standard to those being established at the James Meehan High School at Macquarie Fields.

FINANCE

Capital Costs

Following completion of the basic design and lay-out of the total complex the Department of Public Works provided the committee with cost forecasts for the establishment of the various community facilities to be provided within the complex. It was the view of the committee that it would not be unreasonable for either the Council or the Department to contribute up to the amount it would normally expect to expend on providing a particular facility, provided that each received a vastly improved facility to that which it would normally provide.

On the above basis the total costs shown below and the contributions suggested for the Department and Council are comparable expenses that each could expect in providing separate facilities. The committee recommends the contributions as outlined for each organisation and in the event of any increases in costs that such increases be shared in the same ratio.

A summary of the capital cost forecasts and cost sharing proposals for the various facilities is as follows:

Assembly/Community Hall - Cost Forecast		$400 000
Council Contribution	$200 000	
Department of Education	$200 000	

Sports Complex - Cost Forecast		$300 000
Council Contribution	$60 000	
Department of Education	$240 000	
Community Library - Cost Forecast		$400 000
Council Contribution	$140 000	
Department of Education	$260 000	

Playing Fields

On the same basis as the James Meehan High School where the Department would contribute the normal amount it would expend on playing fields with Council providing the balance of cost. While no estimates have been prepared for the construction of the fields at this stage, it is envisaged that the costs would be equally shared, as was the case at the James Meehan High School.

The committee emphasised that the figures were preliminary cost forecasts and final costs would not be assessed until detailed design works were completed.

Operating Costs

The committee agreed that costs in relation to the continuing operations of the various facilities should be shared but considered that the determination of a suitable format for cost sharing should be subject to further discussion and negotiation.

Notwithstanding the above comments there were certain of the operating costs in which the committee was in a position to make firm recommendations as follows:

Library - The committee considered that the salary and other conditions of employment for the Head of the Community Library should be equally shared between Council and the Department. Concerning the salaries of the specialist staff within the library such as the Teacher/Librarians and the Public or Community Librarians, the committee suggested that the respective employer would individually cover the salary and other costs involved while the staff, common to both the school use and the public use of the library, i.e. clerical and library assistants, would be shared, on a basis to be determined, by Council and the Department.

Playing Fields - As with the playing fields at the James Meehan High School, the committee recommended that the Council accept the responsibility of the maintenance and general operating expenses of the playing fields.

In respect of the balance of the operating costs of the community library and the operating costs of the sports complex and meeting halls, the determination of the cost sharing needed to be the subject of further discussion and negotiation.

The committee agreed in respect of the community library service that the accountability for funds for the service should rest with the Council where all items of income and expenditure could be recorded in special accounts within the Council's existing Library Special Fund.

The committee believed that the concept would involve the initial implementation of a new process, stimulate an innovation and encourage diversity in the existing system. Because of these points, the committee considered that the proposal would generate not only an improvement but a different approach to the existing system and as such would warrant special consideration in the initial capital funding, both for the community facilities and the education complex. The committee therefore suggested that both the Department of Education and the Council make application for special grants from the appropriate authorities to assist in the financing of the project.

ADMINISTRATION

Management Structure

The committee considered that a management committee should be appointed to have general oversight of all of the community facilities proposed to be established within the centre and that membership of the committee be six persons, comprising three representatives each from the Council and the Department. In respect of the operation of the community library, it was proposed that the Council's Chief Librarian and the Head of the Community Library Service be members of the committee in relation to library matters but without voting powers. The functions of the proposed management committee would be the overall forward planning of the various facilities including the preparation of annual estimates of income and expenditure for adoption by the Department and the Council. The committee was of the opinion that the proposed management would only have

a minimal involvement in the management of the community facilities and that the main functions of the committee would relate to the community library.

Staff

The committee recommended the appointment of a Head of the Community Library who should be a professional librarian, preferably with experience in both the school library service and in a public library. The committee recommended that a selection panel, comprising the Area Director of Education, a representative from the Council, the Council's Library Service, the School Library Service and the Library Board of N.S.W. should interview and appoint a suitable person to the position.

It was proposed that the person appointed as Head of the Community Library would be employed by the Council and that the salary and conditions associated with the position would be shared equally by Council and the Department. All staff, other than the Teacher/Librarians and associated educational technical staff, would be employed by the Council with the Department contributing towards the cost of staff common to both the school use and public use of the library. Council would accept responsibility for the employment of the professional librarian or librarians employed within the community library service.

The committee has recommended this approach to the staffing of the library, to provide flexibility and better utilisation of staff within the library service. The Head of the Community Library would generally look to the proposed management committee for the planning and broad management functions of the library service. It was felt however, that a line of responsibility would be necessary in the day-to-day operations of the library and, in this regard, it was proposed that the Head of the Library would be responsible to the Council through the Chief Librarian and to the Department through its Area Office.

In respect to other community facilities such as the sports complex and meeting halls, the committee recommended that a hall manager be appointed. The duties of the hall manager would involve the collection of fees, bookings for the halls and the general caretaking and cleaning. The Council has accepted the responsibility of appointing such a person.

In respect of the management and maintenance of the playing fields, it was recommended that these functions be carried out within the existing Council structure.

OPERATION OF THE FACILITIES

The committee agreed with the proposal by Council's representatives on the committee that the community library would need to be treated as a branch library operating within the total library service administered throughout the Council's area.

This principle would require that the systems and procedures for the operation of the library service would need to comply with the existing public library service procedures. This would enable book stocks to be interchanged throughout various branches of the library service which, from a public library viewpoint, was considered to be most essential if the range and standard of service to the community was to be maintained and improved. The committee recognised that certain book stocks would be required for the specific use of the school and would therefore need to remain at all times within the community library. It was considered that suitable administrative procedures could be introduced to ensure that these special book stocks were not circulated as part of the library service.

It is also recognised by the committee that it is the practice in existing school libraries to have students carry out considerable duties in the operation of the library but as the Minto Community Library will be a completely new concept, it was considered by the committee that such practice might be deferred in the initial stages of the operation of the community library.

The committee considered that there are other areas within the Campbelltown Local Government area that are suitable for further joint co-operative action and the committee therefore sought the approval of both the Minister of Education and the Campbelltown City Council to continue its investigations in relation to both existing school complexes and in school sites and district centres that will be established in the future.

SUMMARY OF RECOMMENDATIONS

1. That the design and lay-out of the proposed Minto Community Education Centre, as described above, be adopted in principle.
2. That the Department of Education and the Campbelltown City Council jointly provide community facilities within the Centre and on a cost sharing basis as outlined in the report.
3. That the cost sharing in relation to the recurring and operating expenses for the community facilities be subject to further investigation.

4. That a Management Committee, comprising three representatives from the Department and three representatives from the Council be appointed to have general oversight of all of the community facilities being established within the Centre.

5. That the staff structure for the various facilities as outlined in the report be adopted.

6. That the management and operation of the community facilities as outlined in the report be adopted.

7. That the Department and the Council make applications for special grants to the appropriate authorities to assist in financing the capital costs of the project.

8. That the Minister and the Council approve of the committee continuing its investigations into other areas of co-operative action both in existing and future school complexes.

Annex B

THE WANNIASSA CENTRE

Australia's capital, Canberra, is a planned city of approximately 200 000 people. In the developing areas of the city new educational buildings are planned in such a way as to facilitate use by the community outside school hours.

The Wanniassa Centre is an extension of this policy which is aimed at providing a school for senior secondary students closely related to the community in which the students live. To achieve this the Centre contains facilities which will be used by the general community throughout the day as well as in the evening. It is envisaged that the Centre will become the focal point for social and recreation activities for suburbs developing around Wanniassa.

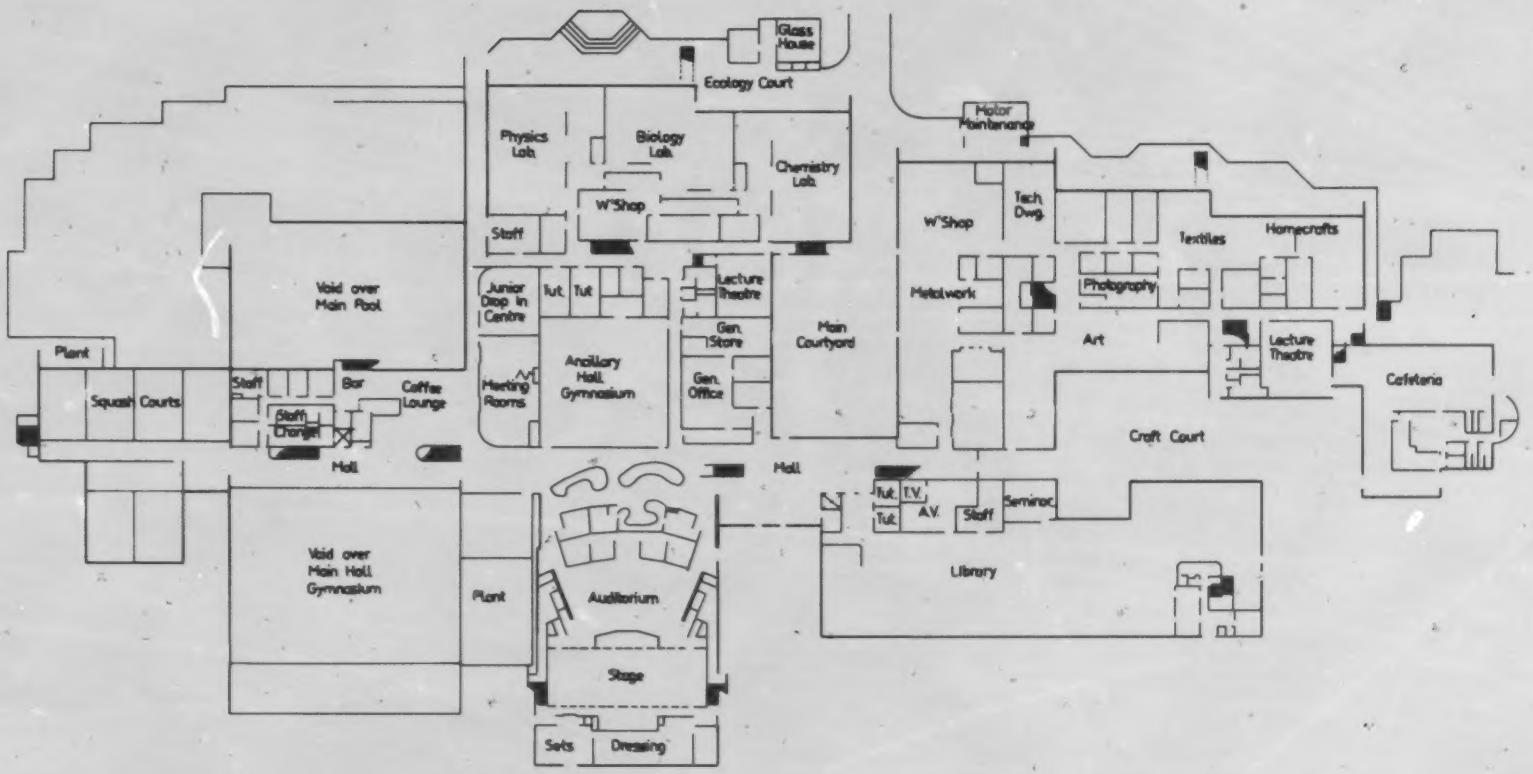
As well as standard learning areas the Centre will contain a Community Library which will be open to students and community during the day and evening.

There is to be an Arts/Craft Centre which will open onto a major pedestrian way, a 25-metre indoor heated swimming pool, a music suite, a multi-sports hall and a general purpose hall. The cafeteria is to open onto the town square which links the Centre to the shopping complex. A coffee lounge will be associated with the theatre and sporting facilities at the other end of the Centre. Community meeting rooms, a youth drop-in centre and an occasional care centre will also be provided.

Among the advantages envisaged by the joint use of facilities is the maximum use of the building and the provision at an early stage of community facilities which are normally not provided until well after the surrounding suburbs are established.

The idea of developing a complex co-ordinating education and other social, recreational and commercial facilities had been discussed in the A.C.T. for some time but the opportunity to achieve realisation arose early in 1974, with the need to develop a secondary college to accommodate 800 sixteen to nineteen year-old students on a site adjacent to a proposed neighbourhood shopping centre.

WANNIASSA COLLEGE / COMMUNITY ACTIVITY CENTRE
LEVEL 2



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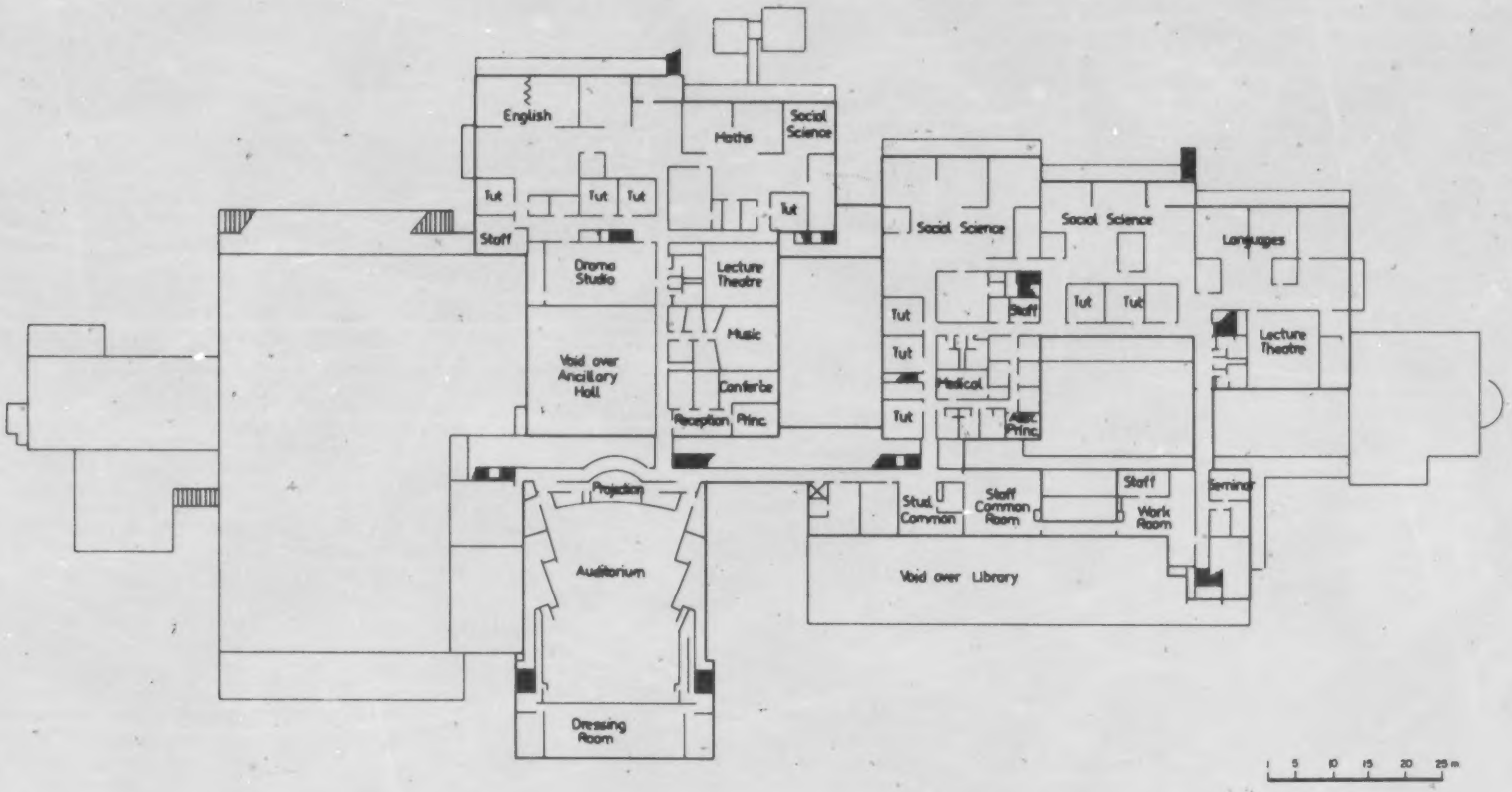
WANNIASSA COLLEGE / COMMUNITY ACTIVITY CENTRE
LEVEL 3



The Department of Education first raised the possibility of such a development with the National Capital Development Commission which readily accepted the concept and encouraged the educationists to discuss it with agencies who would also be involved.

The Department of the Capital Territory which is responsible inter alia for the provision of recreational facilities and for occasional child care centres within Canberra also agreed to participate and suggested minor modifications to the recreational facilities which the education people had proposed.

Discussions with the Canberra Public Library Service resulted in an agreed set of requirements for a joint use library which would be available to college students and to others in the community at all times of operation.

The Department of Health was consulted on proposals to provide a regional health centre on an adjacent site.

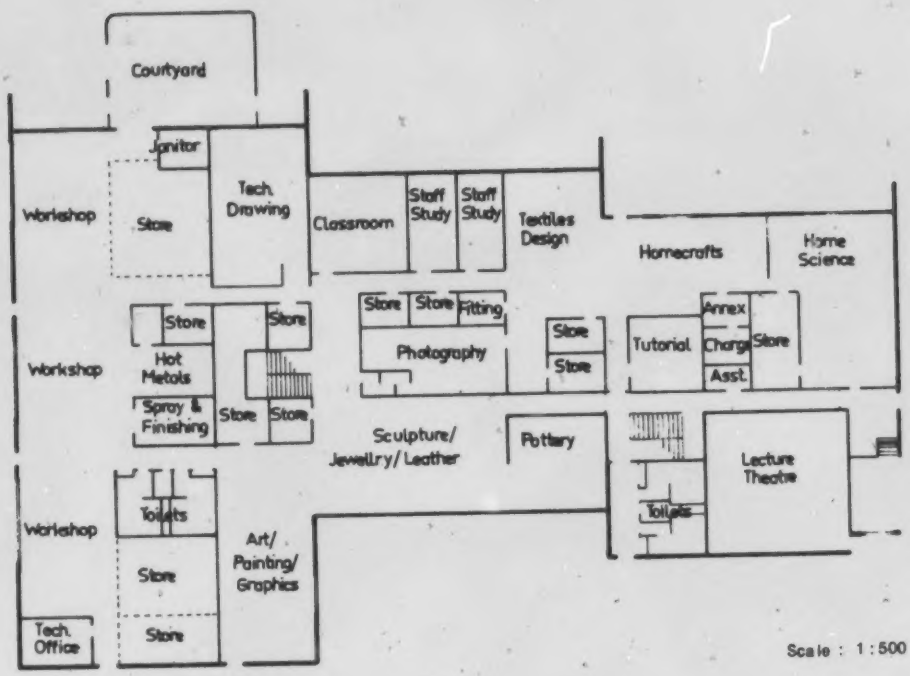
Discussions were also held with State Education Departments and the Department of Tourism and Recreation on their concepts for development of school/community facilities.

In May 1974, the Department of Education presented to the National Capital Development Commission a detailed statement of requirements which was used as the basis for the preparation of an architectural brief. The National Capital Development Commission engaged architects and arranged for financing. Feasibility studies were undertaken, designs developed and contracts let for completion in 1979. The College will commence operation at the beginning of that year and the total project completed mid-way through the year.

The speed at which the concept for the Wanniassa Centre progressed into a firm proposal is indicative of the co-operation which developed between the various agencies. Administrative arrangements which existed in the Australian Capital Territory also facilitated proceedings. The National Capital Development Commission is responsible for the planning and development of Canberra and the funding agency for Government capital works which are constructed within the city. As such the Commission is well placed to play a leadership role in the development of co-ordinated facilities. The project was greatly assisted because of the Commission's total planning and development charter which allows common funding for projects that have various interested organisations involved.

At another level the Town Planning Division of the Commission was able to re-route proposed roads, enabling the site for the Centre to adjoin the commercial/shopping sector. During feasibility studies the advantages

WANNIASSA COLLEGE
ART COMPLEX



of not having a street divide the Centre from the commercial/shopping complex became apparent and the ability to modify the town plan at that stage indicates the wide co-ordinating role the Commission can play.

The Wanniassa Centre is to be a large massed building incorporating educational, social and recreational facilities but it has been designed to form one section of a new town plan, which also includes health and social services and a commercial shopping complex.

Annex C

CO-ORDINATION OF SCHOOL AND COMMUNITY FACILITIES IN SOUTH AUSTRALIA

(Edited extract of a paper submitted to the OECD Secretariat in August 1975 by the Education Department, South Australia)

HOW THE COMMUNITY CENTRES PROJECT BEGAN

At a meeting of Ministers of Recreation in Canberra on 7th June, 1973. the Minister of Education for South Australia, submitted a proposal for the establishment of community centres on the sites of Angle Park Boys' and Girls' Technical High Schools, and Thebarton Boys' Technical High School.

In August 1973, the Australian Government through the Minister of Tourism and Recreation, announced a grant of $85 000 to assist in the preparation of architects' plans for the two proposed complexes.

In September 1973, a joint planning committee was formed to determine the approach to be adopted in establishing the proposed community centres. This committee, which was chaired by the Deputy Director General (Resources) of the Education Department of South Australia, comprised representatives of the Department for Community Welfare, the Public Buildings Department, the National Fitness Council, the Angle Park and Thebarton Councils, and a consultant architect.

At an initial meeting, the Director General of the Department of Community Welfare expressed a desire to be involved in the project and consequently submitted details of a survey to be conducted by officers of his Department in conjunction with the organisers of the project.

This meeting also supported the appointment of a full-time project team, which would be responsible for preparing architects' briefs for the two projects.

Early in October 1973, the Superintendent of Secondary Education, was seconded as Senior Projects Officer responsible for overall supervision of the two projects. At the same time a project officer was assigned to each centre. A consultant architect had also been engaged for each

project to work closely with the project officers and with the special Public Buildings Department architect.

The architect for the Angle Park Centre was Mr. C. Norton and for Thebarton, Mr. J. Morphett.

MANAGEMENT AND PLANNING OF THE ANGLE PARK AND THEBARTON PROJECTS

On 9th November, 1973, the first meeting of a project Co-ordinating Committee was held. The Committee comprised all members of the project team including the consultant architects. In addition there were representatives of the Department of Further Education, Primary and Secondary Education, Building and Planning Section of the Education Department, Enfield and Thebarton Councils, Public Buildings Department, the Department for Community Welfare, Department of Tourism, Recreation and Sport and the Australian Government Department of Tourism and Recreation.

As the projects have developed this Committee was expanded to include representatives of the local communities, the South Australian Housing Trust, the Departments of Health and Hospitals, and at various times co-opted members with special expertise.

The functions of this Committee were initially two-fold:

To ensure communication between representatives of groups likely to be involved in the project.

To provide a forum in which current progress and methods can be discussed critically and evaluated, and in which advice can be handed on to the project officers.

INVESTIGATION

The initial phase of the investigation consisted of background research into population distribution, housing, occupations, ethnic composition, and socio-economic characteristics of the two communities concerned. Much of this information was obtained from the Bureau of Census and Statistics, and from the Education Department's own demographers.

The project officers also benefitted from recent overseas experience of some of those involved. Because even more detailed information on overseas projects was required, the South Australian Education Department

commissioned one of its senior officers on study leave in London, to conduct a detailed survey of ten outstanding community centres in the United Kingdom. The project officers furnished him with a list of specific points which they would like him to consider. In the initial phase the project officers also spent a considerable amount of time in general reading.

To gain specific information on the two areas concerned, the South Australian Education Department commissioned the Department for Community Welfare to conduct surveys of the two areas. These surveys had three distinct phases.

Each community was informed of the project by a pamphlet placed in all letterboxes. This pamphlet was printed in three languages for the Thebarton area which has a significant Greek and Italian component. The pamphlet contained a return pre-paid postage section on which householders were asked to indicate any facilities they considered desirable, and whether they had any interest in the project.

As replies were received and where interest was expressed by a householder, that person was invited to convene a meeting of local residents in his own home to discuss the proposed centre. A member of the project team was present at each of these meetings to ensure adequate feedback to the project organisers.

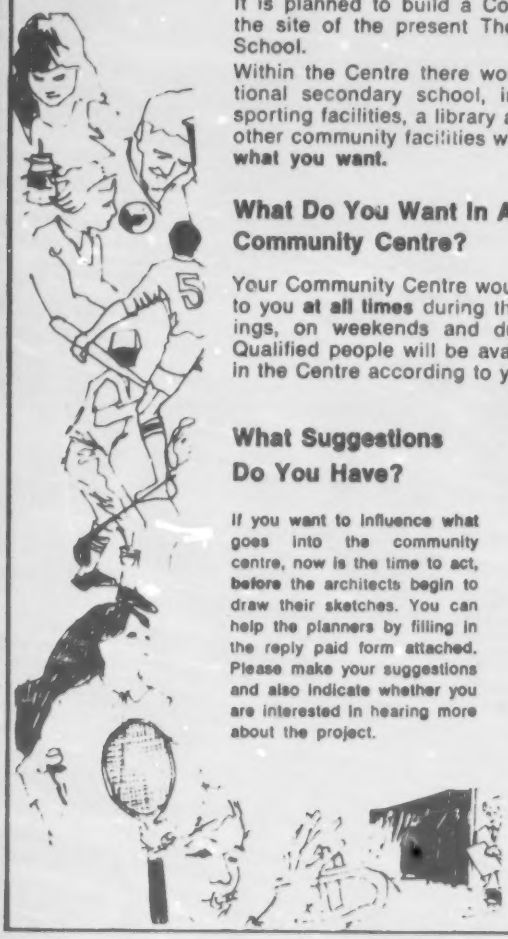
To serve both as an evaluation of the publicity campaign and as a further means of ascertaining community needs a series of interviews was conducted on a random sample of each community. Details of the surveys can be obtained from the Education Department of South Australia.

To conduct the surveys the Department for Community Welfare, in addition to their normal district staffs, appointed, for each community, a full-time survey co-ordinator assisted by two part-time survey liaison officers. Volunteer interviewers and interpreters were also used.

The project team also extracted useful information from a recent survey of school and community recreation facilities and needs. In addition, project officers conducted their own surveys amongst the children, parents and teachers from the schools within the communities.

Because it was obvious that the communities needed to be involved in these projects, the surveys were designed not only to promote maximum participation but also to serve as a catalyst which would stimulate lively discussion about the concept of a community centre and what it might offer.

WHAT DO YOU WANT IN A COMMUNITY CENTRE?



What is Proposed?

It is planned to build a Community Centre on the site of the present Thebarton Boys' High School.

Within the Centre there would be a co-educational secondary school, indoor and outdoor sporting facilities, a library and a wide range of other community facilities which will depend on **what you want.**

What Do You Want In A Community Centre?

Your Community Centre would be a place open to you **at all times** during the day, in the evenings, on weekends and during the holidays. Qualified people will be available to assist you in the Centre according to your needs. It would be a place where you could enjoy recreation, social meetings, education classes and sport. Already people in your neighbourhood, from the very young to the more elderly, are being asked what they want.

Here are some early suggestions:

A theatre for showing films (Greek or Italian).

An open-air restaurant with continental type food.

A meeting room for playing cards, watching TV, etc.

An advisory service for overseas travel, employment, land sales.

A heated indoor swimming pool.

A Child Care Centre.

A Cultural Centre (for art, national dancing, music, drama).

What Suggestions Do You Have?

If you want to influence what goes into the community centre, now is the time to act, **before** the architects begin to draw their sketches. You can help the planners by filling in the reply paid form attached. Please make your suggestions and also indicate whether you are interested in hearing more about the project.

What I would like to see in the Community Centre

(Tick any of the following activities which interest you and add any other suggestions. Remember to include the whole family.)

☐ Meeting Room (for cards, TV, etc.).

☐ Child Care Centre.

☐ Advisory Service (employment, finance, etc.).

☐ .....

☐ .....

☐ .....

☐ .....

☐ .....

NAME .....

ADDRESS ..... P/C .....

Any other comments .....

I am/am not interested in hearing more about this project.

THE COMMUNITY SURVEYS

Comparison of the two approaches

The survey strategy of the co-ordinators included the following components:

Involvement in design and distribution of a pamphlet
Contact with local leaders and organisations
Organising house-group meetings
Carrying out a doorknock survey
Collating the data for the planners
Gathering any other pertinent data
Making recommendations for follow-up work.

This pre-survey perception of the task to be completed was, of course, modified somewhat as the actual survey work got under way.

Reading the finished reports, one is aware of interesting differences in emphasis which developed in each survey. For instance, the person responsible at Thebarton found that because of the fragmentation within the community, house-group meetings were largely unworkable and so he was forced to concentrate his efforts on intensive house-to-house interviewing.

Conversely, at Angle Park the house meetings were highly successful gatherings at which considerable enthusiasm and involvement was engendered.

At Thebarton interviewers worked from a list of twenty given suggestions as well as offering residents the opportunity to suggest other facilities; at Angle Park the approach was more open-ended.

A feature of the Thebarton exercise was the volunteer work of eleven interviewers and interpreters. Volunteers at Angle Park manned an information booth at Arndale Shopping Centre for several weeks.

The reports based on these two surveys make most interesting reading. While acknowledging the inadequacies of the techniques used, both co-ordinators were able to produce data which suggested certain high priorities. Both attest to the success of each survey in arousing community interest and both concur in recommendations for immediate follow-up activity to keep the communities informed and involved.

CONTACT WITH OTHER DEPARTMENTS AND ORGANISATIONS

While the community surveys continued, the projects team made contacts with State and Australian Government Departments which might eventually be involved in the centres. In addition, approaches were made to local volunteer organisations, clubs and church bodies. The following list gives an indication of the range of contacts:

State:

Department for Community Welfare
Department of Sport and Recreation
Department of Public Health
Hospital's Department
Department of Further Education
South Australian Police Force
South Australian Libraries Board
Adelaide University Faculty of Community Medicine
The Crown Law Department
Government Caterers
Department of Labour and Industry
State Planning Office
Public Buildings Department
Department of Roads and Transport
Engineering and Water Supply
Housing Trust of South Australia

Australian:

Department of Tourism and Recreation
Bureau of Census and Statistics
Department of Education
Commonwealth Employment Service
Commonwealth Health Department
Department of Labour
Legal Service Bureau
Postmaster General's Department
Social Security

Some Other Organisations:

Meals-on-Wheels
St. John's Ambulance
Mothers and Babies Health Association
Domiciliary Care
Dental Services
Sporting Clubs
Social Clubs
Charitable Organisations

All of these organisations contacted were invited to make submissions regarding their possible involvement in the centres. While many will not be directly involved, it was gratifying to receive from most quarters supportive responses which prompted them to consider future inter-departmental co-operation with optimism.

RESIDENTS' COMMITTEES

As mentioned above, one of the strong recommendations from the initial survey, was for some form of immediate follow-up activity to keep the Committee informed and involved.

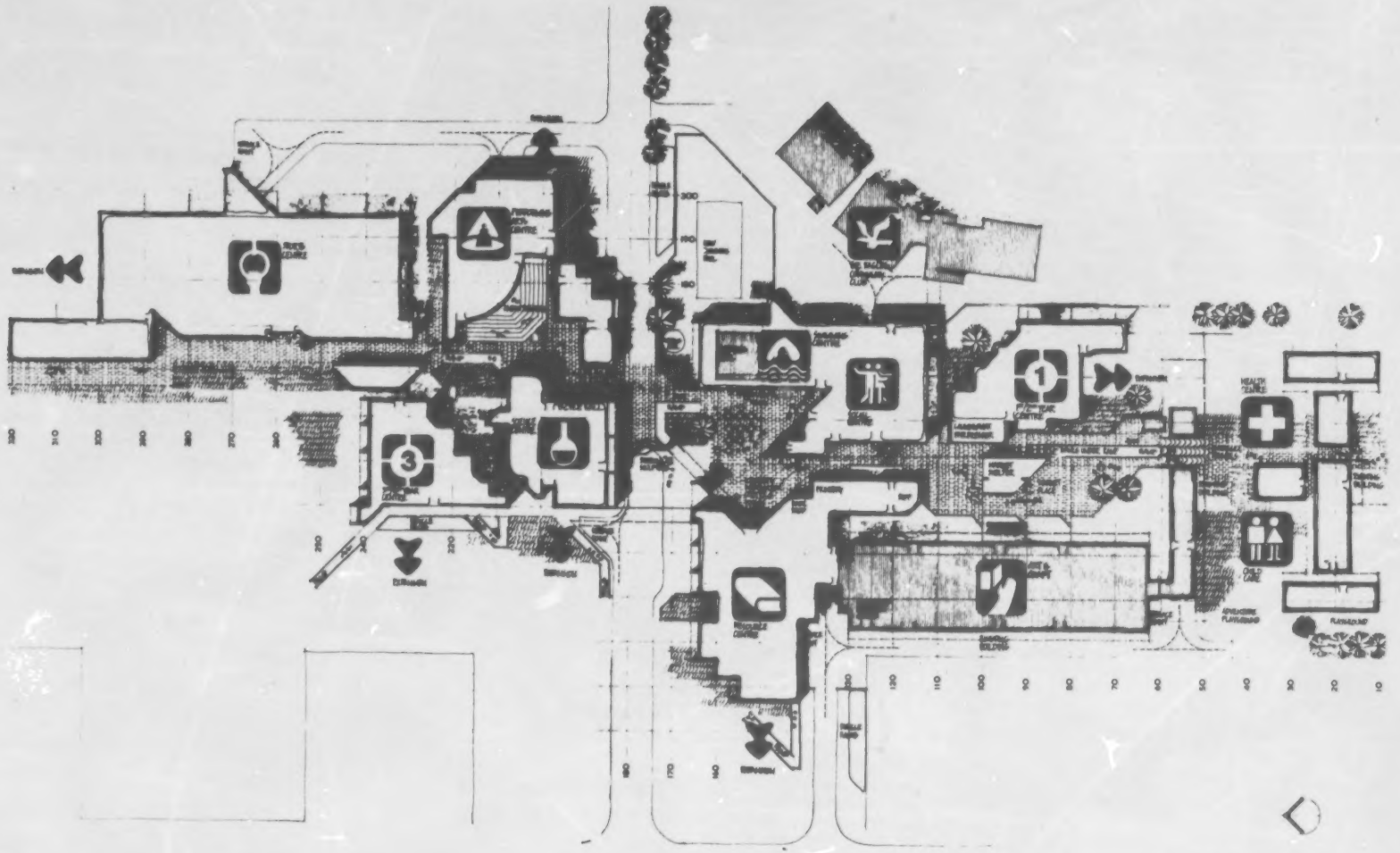
Following public meetings in both communities in mid-1974, two residents' committees were formed. These committees initially comprised any resident from the community who wished to be more heavily involved in the planning of the centres. Every effort was made to include residents who were representative of the communities and who could make contributions. Not surprisingly the two communities were vastly different and have occupied themselves in totally different approaches.

Thebarton

Because the Thebarton community comprises a number of distinct ethnic groups one of their major problems has been to make sure the views of the various groups were represented on the committee. That they have been partially successful in this aim is one of the major triumphs of the committee.

Probably the activity which more than any other enabled them to achieve this integration was the role they played in the planning of the social centre component of the community centre.

THEBARTON COMMUNITY CENTRE



BUILDING PLAN GROUND FLOOR

0 5 10 20 METRES

MASSELL AND PARTNERS PTY LTD for the PUBLIC BUILDINGS DEPARTMENT

Based on the sketch designs submitted to Canberra in May 1974 the project architects prepared a scale model of the centre. This was then taken to the residents for comment and criticism. The result was a most successful involvement of residents in the planning process. The residents could understand a model, whereas an architects' sketch was a mystery to the vast majority.

Over a lengthy series of meetings, at which the project architect was present, the residents' committee members were able to suggest a redesign which they believe will provide the type of facility most likely to serve the Thebarton community. The model of the building so designed has been enclosed in a plastic cover made by the boys' school, and is available for public viewing and comment.

The residents have also been active in the social life of the community and now have a full-time community liaison officer based in one of the houses acquired for the project. Another of the houses is being used as a base for a playgroup and as a home for a pre-school resource centre. A grant has recently been received from the Australian Assistance Plan to finance remodelling of the house.

The major emphases of the committee have been to establish its own identity, to crystalise the role it will play, and to develop and disseminate the philosophy.

Angle Park

The formation of a residents' group at Angle Park posed different problems from those existing at Thebarton. The major problem was to identify local leaders or potential leaders and to develop their skills. Over a period of twelve months a very strong and influential body had developed and in early June 1975 a public meeting was held at which a committee was formally elected and a constitution was officially adopted.

The interim committee was most active and a summary of its major activities gives some indication of the approach which was adopted.

Following the publication of the booklets in May 1974 the members of the committee actively canvassed the area seeking public opinion regarding the architect's sketches. The plans were publicly displayed at the Housing Trust office and at the Arndale Shopping Centre. In addition members of the committee used the resources of the Video Access Centre at Woodville to interview local residents. All this information was fed back to the project team. (As a point of interest most residents were impressed by the sketch designs but did not really understand them.)

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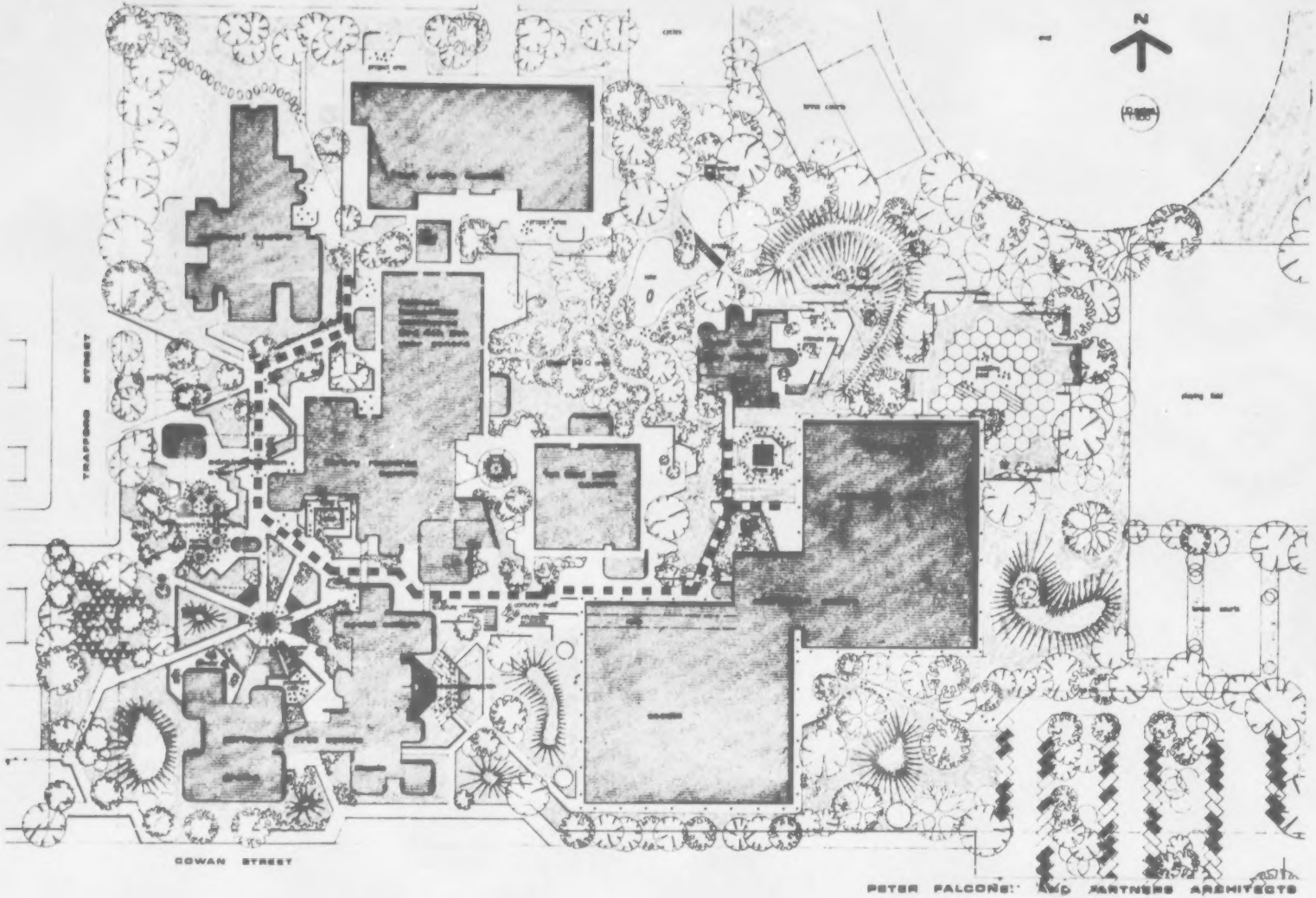
ANGLE PARK COMMUNITY CENTRE



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In mid-1974 to promote interest in the centre the committee organised a "Name the Centre" contest and also a "Design a Centre Symbol" contest and local business houses provided substantial prizes.

Around this time the committee began producing a local newsletter. Initially the paper was hand delivered by committee members but the High School has since accepted responsibility for this task.

The first editions were run off by a small printing team in the Education Department, but the last two or three editions have been done by a professional group and financed by the S.A. Housing Trust and the Education Department.

Approximately 5 000 copies of each edition were printed and these were in great demand. The Residents' Committee received a substantial grant to enable the newsletter to continue for at least another year.

The newsletter has been an invaluable aid for the committee in its endeavours to inform the local community and to create some sort of community identity and cohesion.

That this has been successful was shown in October 1974, and over 11 000 residents attended a gala day organised by the committee and held on the site of the proposed centre.

The committee was also active in the political sphere and built up considerable standing with local authorities and politicians. In addition they were very highly regarded and strongly supported by their local representative.

WHY ANGLE PARK AND THEBARTON?

There are many possible reasons all of which to some extent are correct.

The Australian Government Minister for Tourism and Recreation was impressed by the potential for recreational use inherent in school buildings and particularly the flexible design secondary schools in South Australia, the first of which opened in 1972. The South Australian Minister of Education was also aware of the recreational and educational potential of the buildings, and was quick to suggest that additional Australian Government funds would allow significant development of that potential.

It was logical that he should suggest the development of two additional schools rather than those recently completed. It was also suggested that existing schools where conditions were such that buildings

needed replacement would be more suitable than developing areas because:

a) there were existing communities which could be involved in the planning;
b) the planning would take some time and the existing buildings could serve until the new buildings were available; and
c) it was possible to choose areas of social and economic disadvantage where provision of facilities such as those envisaged was a high priority.

The two particular schools selected were Angle Park and Thebarton. Detailed information on the two schools and the areas they serve can be obtained from the Education Department of South Australia.

MOTIVATION OR PHILOSOPHY

The basic assumptions - educational, recreational, social and cultural, which underly the community centres have always been present as general guidelines. Nevertheless, as a result of continual interplay between educationists, architects, students, the community, representatives of federal, state and local governments, and leaders of sporting and cultural organisations, they have been modified and refined. It is felt that this process of questioning and revaluation should never stop.

The following brief statements provide a condensed summation of philosophy and rationale:

> Where possible, and where it is proved to be desirable, community facilities should be planned for multiple use by the people. There should not be unnecessary duplication of facilities representing large investments of public funds.
>
> Community facilities, and schools in particular, should be open whenever there is a known demand or need for such facilities and whenever this is practicable. That is, schools should be open at nights, on weekends, during normal vacation time, if the need has been demonstrated.
>
> The life of the school and the life of the community should be integrated. A major objective of this centre is, by "mixing" environments, to break down traditional barriers which have existed between school and community.

The community centre is based on a truly open philosophy of education, acknowledging that learning goes on in places other than schools and under the tutelage of others than teachers. It aims to deny education to no-one who seeks it and it seeks to promote learning in all sectors of the community.

Ultimate responsibility for education, recreation and other community services should rest with the people in the community. Administration and control should place a premium on community involvement and participation.

Since communities are continually evolving, the centres should be designed on the assumption that interests and needs will change and grow. Spaces should, wherever possible, be flexible, adaptable and capable of extension.

The following points illustrate other important guidelines:

a) Accessibility to all is a key objective (facilities should provide for the whole spectrum of ages and interests).
b) Education is a continuing process.
c) Sporting, social and recreational facilities in a community should be provided rationally on the basis of multi-faceted surveys.
d) The community must be given the opportunity and the power to affect developments in the planning stages.
e) While the ultimate objective might be to bring about a regeneration of community spirit and initiatives, initially the facilities will be provided because they are needed. Eventually, given appropriately enthusiastic and skilled staff, higher ideals of integration, co-operation and dynamic community self-help may be achieved.

CHANGE IN CONCEPT

When the Angle Park and Thebarton projects began, the underlying assumption was that the two schools would have unspecified additional facilities which would increase their suitability and availability for community use outside normal school hours. Based on the surveys, reading by the project team and expressions of community needs, this concept gradually changed.

No longer are these two projects seen as schools which graciously open their doors to allow the community in at times convenient to the normal operation of the school. The centres are now seen as an amalgamation of certain necessary and desirable community facilities, and the school is a major but not a dominant facility within the centres.

This has created a number of problems not least of which are those related to management.

MANAGEMENT

The line of thought which was followed at the stage when this paper was written as regards the management of the community centres is outlined in Annex D. The major considerations involved in any management structure have been:

The need to make any system as flexible as possible. It is recognised that the individuals who staff the centre will have strength, specialities and methods of operation suitable to their own personalities. Therefore, they would hope to leave them free to develop their own management methods within a broad and flexible administrative structure.

The need to involve the community in a meaningful and realistic way. They acknowledge that such an aim may be ambitious, but throughout the development of these two projects a continuing feature has been the involvement of the community in the planning processes.

The need to set up a framework within which the diversity of organisations and departments involved will feel free to work and co-operate. The Angle Park and Thebarton projects have been rather unique in the extent to which various government, semi-government and local organisations have co-operated. If the centres are to function efficiently this co-operation will need to continue. This to a large extent would be dependent on the individual representatives involved, but it also will depend on the administrative framework within which those individuals are able to operate.

FINANCIAL POSITION

In May 1974 the Education Department of South Australia submitted the results of the initial investigation to the Australian Government

through the Department of Tourism and Recreation. With the submission went a request for financial assistance to enable the centres to be built.

The possible sources of funds were many and the Education Department agreed to collate the State funds while the Department of Tourism and Recreation had agreed to collate the Australian Government funds.

At the State level the following bodies are likely to make a commitment to one or both of the projects:

Education Department
Department of Further Education
Department for Community Welfare
Enfield Council
Thebarton Corporation
State Libraries Board
Hospitals Department
South Australian Housing Trust
Department of Tourism, Recreation and Sport
University of Adelaide

In April 1975 the Australian Government announced a grant of $3 196 000 for the Angle Park project and indicated funds might be available for the Thebarton project at a later stage. As a result of that announcement separate submissions have been made to the following bodies:

Australian Government Department of Tourism and Recreation (for assistance with sporting facilities at Thebarton).

Regional Employment Development Scheme (for assistance with the landscaping at Thebarton).

Childhood Services Council (for assistance with the child care facilities at Thebarton).

Minister of Energy (to assist with the development of alternative energy systems for both projects).

Assistance has also been obtained from the Australia Council for the Arts to enable artists to be appointed to work with the architects during the design stages.

DESIGN WORK

By May 1974 the architects involved in each project had produced the sketch designs. These designs were based on the brief drawn up by the project team which in turn was based on the surveys and investigations carried out between October 1973 and April 1974.

Upon completion of the sketches a series of meetings was held to enable revision of the brief to take place. The centres were considered as a whole, and component by component, at these meetings and comments, criticisms and suggestions on the sketches were widely sought. In addition copies of the plans were circulated widely throughout the two communities and opinions and comments forwarded through the residents' committees back to the project team. It was found that people felt more competent to make suggestions when a three dimensional model was available rather than just the architects sketches.

Because of the delay in a funding commitment from the Australian Government this process extended over a twelve month period with a noticeable waning of interest towards the end.

Since the funding has been clarified (at least for Angle Park) the architects have begun a re-design based on the amended brief. The re-design will involve the following process:

Sketch designs will be produced as well as simple three dimensional models.

Groups will be called together to discuss the designs and to make comments. This process which may involve the same group in several meetings will take three months (beginning of August 1975 to end of October 1975).

Final re-design - completed by December 1975.

Documentation.

Tendering and letting of the contract.

Work on site - completed by early 1979.

The programme for Thebarton is less certain as the funding position has not yet been clarified.

RANGE OF FACILITIES

At this stage, because of uncertainty about funding no definite statements can be made on the facilities to be included in the Thebarton Community Centre.

Those to be included in Angle Park have been grouped into the following components: School, Social, Health, Sporting, Child Care, Computer Centre, Administration, Library Resource Centre, Art/Craft Centre. In more detail these components contain:

School

The necessary facilities for a comprehensive co-educational secondary school for 1 250 pupils. Special areas such as general learning spaces, science laboratories, etc. will be incorporated within this component. Facilities for activities such as drama, music, physical education, art and craft, will be integrated with or included in other components since these are areas of high community use. The school is located centrally on the site. The total school area separate from integrated facilities is 4 628 square metres.

Social Centre

This is a very loose term to encompass a youth centre, canteen, cafeteria, restaurant, multi-purpose meeting rooms, foyer, music suite, drama studio, cinema cum lecture theatre, T.V. studio and control booth, and set storage areas. The total social centre includes 2 835 square metres.

Health Centre

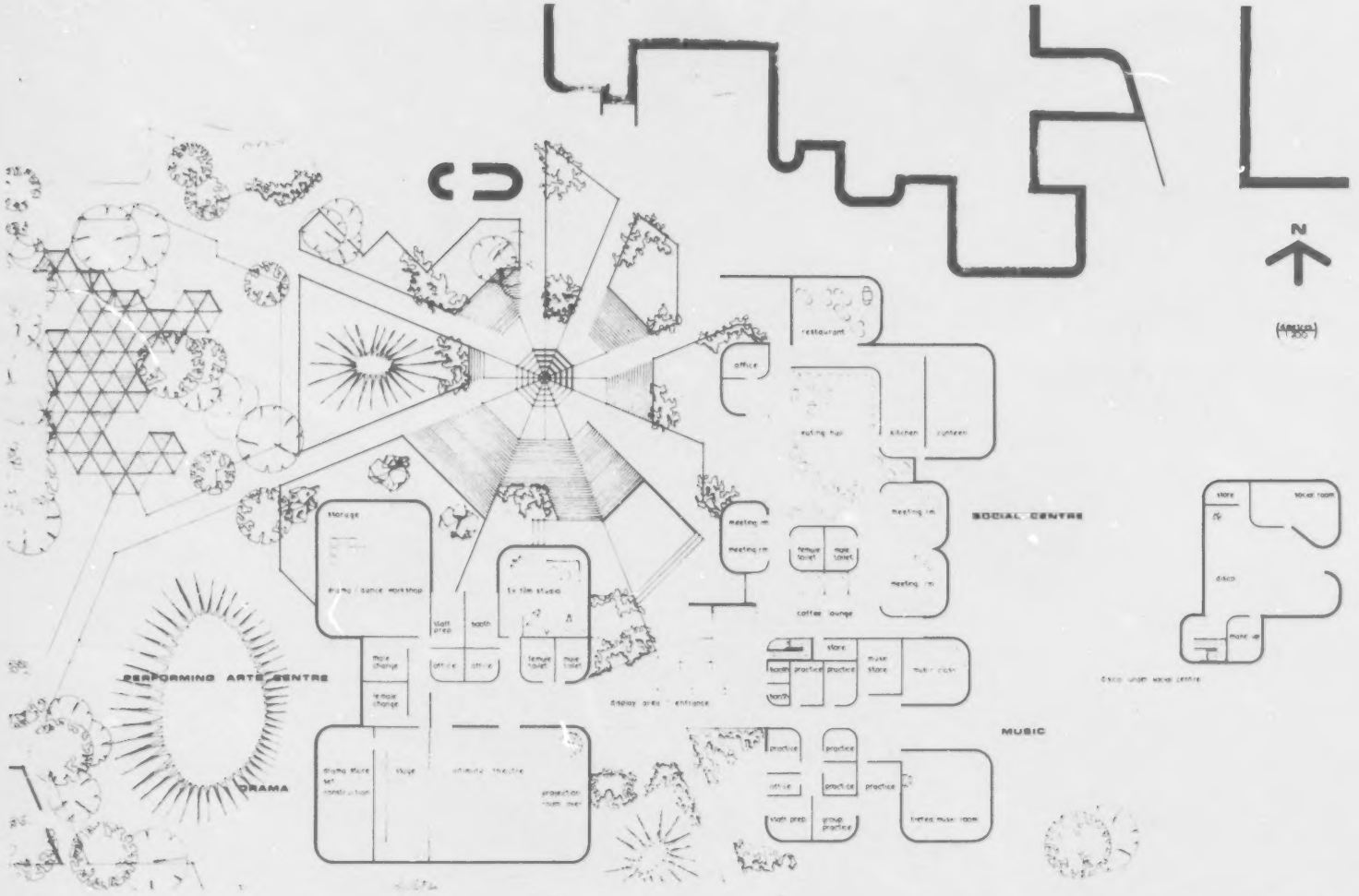
The health centre will include consulting examination rooms, for six general practitioners; dental facilities for four dentists plus support staff; a small conference/staff common area; reception and waiting areas; and facilities for a host of para-medical and support staff, including services such as community health nurses, social workers, chiropodists, physiotherapists, optometrists, audiologists, radiologists. The total area for the health centre will be 1 946 square metres.

Sporting

The sports centre will include a large stadium capable of holding two international rules basketball courts or large numbers of smaller courts; five squash courts, one 50 metre indoor heated swimming pool

ANGLE PARK COMMUNITY CENTRE

PLAN OF SOCIAL CENTRE



PETER FALCONER AND PARTNERS ARCHITECTS

(or two smaller pools); sauna baths, gymnasium practice rooms, changing facilities to serve both indoor and outdoor areas; a physical education laboratory and class room, and large areas for viewing, relaxing or more passive activities such as snooker or pool. The total anticipated area is 6 170 square metres.

Child Care Centre

This facility will have spaces initially for 60 children who can be housed on a short- or long-term basis. Total area is 410 square metres.

Computer Centre

At present the Angle Park site houses an IBM computer which serves all schools throughout the State. This facility will remain and the area occupied will be 700 square metres.

Administration

This facility will include offices for the head of the centre, the school principal, the head of the Further Education Centre, the main office for the Department for Community Welfare and support staff such as typists, receptionists, booking offices, etc. The total area is 443 square metres.

Library/Resource Centre

Apart from book supplies this area will house sophisticated technical equipment, a bookshop, a printery and administrative and seminar rooms. The library will be a joint school/community library and the first of its kind in this State. Total area is 1 757 square metres.

Art/Craft

These facilities will be an expansion of the normal school facilities to provide for community use. The range of activities covered will include - metal work, woodwork, pottery, plastics, applied electronics, photography, fabrics, painting, technical drawing, needlework, cooking, gem cutting and polishing. The total area is 2 847 square metres.

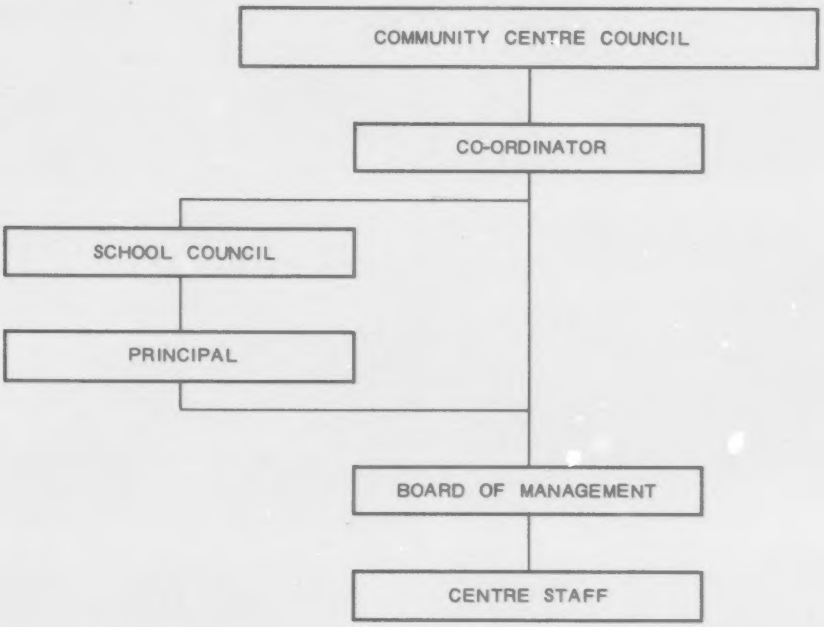
The total building area of the centre, including staff facilities, circulation, lockers, toilets and services will be in excess of 22 000 square metres. The buildings will be broken down into several smaller groupings rather than one massive block in an attempt to reduce the impression of immensity.

Annex D

SUGGESTED MANAGEMENT STRUCTURE FOR THE ANGLE PARK CENTRE

(Edited extract of notes on the suggested management proposed in August 1975 by the Project Officer)

When the Park's Community Centre is fully operational it is intended to have the following management structure:



The roles of these various groups are as follows:

COMMUNITY CENTRE COUNCIL

a) This body will consist of the following:

representatives of various Government Departments with major involvement in the centre, e.g. Australian Government Department of Tourism and Recreation, Education Department, Department for Community Welfare, Health and Hospitals Departments, Department for Tourism, Recreation and Sport;

local government;
local organisations;
local residents.

It is envisaged that the local representatives would constitute a majority on the council.

b) Functions of the Council

to advise on policy for the Centre, e.g. finances, publicity, membership, hiring of facilities;

to co-operate with the co-ordinator on management decisions and policy;

to provide for community control and voice in the operation of the Centre.

c) Selection of Personnel

the representatives of Government Departments would be nominated by those Departments;

local Government representatives would be selected by the council concerned;

local representatives would be elected annually or bi-annually by the residents possibly at a general meeting of residents.

CO-ORDINATOR

The co-ordinator will be an official paid and appointed by the Government. He will be responsible for carrying out the policy decisions of the Centre Council. He will be chairman of the Board of Management and will have to arbitrate on that body. He will have control of all centre finances.

SCHOOL COUNCIL

As presently constituted. Some of its roles may be diminished because of the existence of the Central Council.

PRINCIPAL OF SCHOOL

As presently constituted. He will have first option for use of the areas necessary for the normal functioning of his school. He will have a seat on the Board of Management.

BOARD OF MANAGEMENT

This will be the executive body for the centre - responsible for the day to day management of the centre. It will comprise heads of the various components of the centre, e.g.:

Centre Co-ordinator
Principal of School
Head of Medical Centre
Head of Sports Complex
Head of the Social Centre
Head Caretaker
Head Groundsman
Head of Child Care Centre
etc.

It should also contain representatives from the Centre Council. The Board will be responsible for management problems such as sharing of facilities, implementation of Centre Council policies, etc. Members of the Board and their various staff will have responsibility for the functioning of their various components of the Centre.

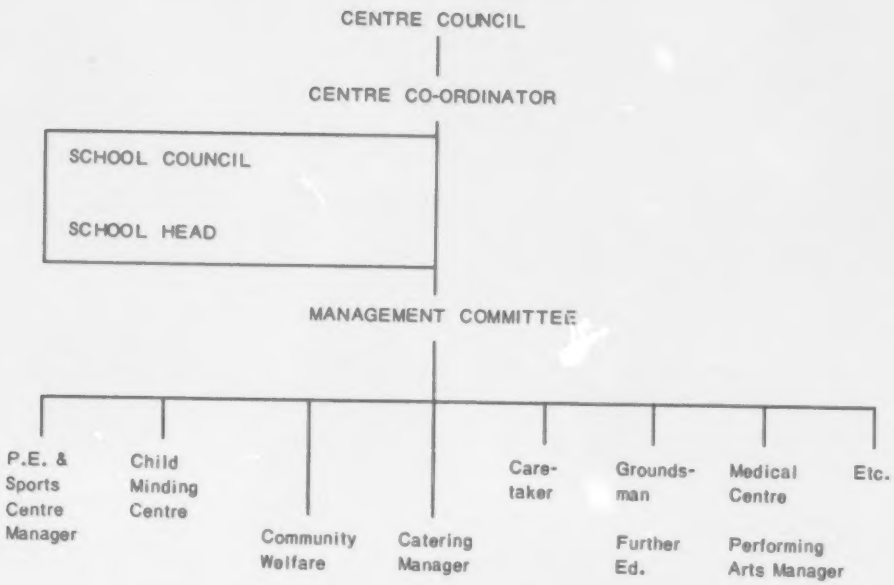
SOME THOUGHTS ON THE POSITION OF THE CO-ORDINATORS OF THE COMMUNITY CENTRES AT ANGLE PARK AND THEBARTON

The Community Centres Project Team is becoming increasingly concerned about the need to clarify the position and authority of the co-ordinator.

Many problems will confront the co-ordinator and unless he has sufficient authority these problems could be enough to destroy the efficient functioning of the Centre.

There will be a number of Government Departments involved in the regular operation of the Centre, e.g. Education, Further Education, Community Welfare and Hospitals. It is possible that each of these Departments could have direct contact with their officers operating in the centre, and could adopt conflicting policies.

The management scheme proposed by the Project Team and endorsed by the Minister for Education does not give sufficient detail to clarify the co-ordinator's position.



The Project Team suggests that certain additional conditions should apply.

They suggest that Community Centres should become administratively attached to one Government Department. This would clearly establish to whom the co-ordinator was administratively responsible. It would also clarify the problem of determining who is boss in certain circumstances. This appears to be vital in such areas as the Library/ Resource Centre where the scheme they are proposing appears acceptable to all parties involved.

They would further suggest that the position of all officers working in the centre should be clarified. Regardless of which Department might employ such officers they should be seconded without loss of rights to the Community Centre for a predetermined period. This would place them effectively under the administrative control of the co-ordinator without affecting their professional autonomy. They would suggest that salaries would still be paid by the employing department but should be sent to the co-ordinator for distribution.

The problem of recurrent expenditure other than salaries could have several solutions. The various Government Departments should know or be able to determine the running costs of that section of the complex with which they would normally be involved. This amount could then be paid to the Community Centre fund or account which would be

controlled by the co-ordinator. Alternatively various components of the Centre could submit annual estimates of their expenditure to the co-ordinator. He/she would then collate these estimates and seek the necessary funds. He might seek funds from the various Departments involved or the Centre budget might be the responsibility of the one controlling Department. Whatever system is adopted several points are seen as being vital.

a) The co-ordinator must have total oversight of the Centre budget.
b) All funds for the Centre should be channelled through the co-ordinator whether they are specifically designated for some project or not.
c) The efficient operation of the Centre will require that the co-ordinator has some capacity for diversing funds to meet emergencies, etc. even though the various components may budget as separate Centres.

They consider it important that the co-ordinator should have control on the appointment of ancillary staff within the Centre. The number of ancillary staff which can be appointed will depend on the budget, but the co-ordinator should be the employer of such people, whether they be Public Service appointments or not.

They do not consider it vital that the co-ordinator be the highest paid officer in the Centre, but he should be the highest paid administrative officer. It is vital however, that on administrative matters he has the ultimate voice.

The administrative organisation of a major hospital provides one possible example. Here some of the honoraries and senior professional officers may receive much higher salaries than the administrative officer. On professional matters they would have complete autonomy, but they are administratively responsible to the administrative officer.

They therefore strongly recommend:

1. Community Centres should be the responsibility of only one Government Department.
2. All persons working in the Centre should be employed by the Centre or seconded to work in the Centre or self-employed and renting premises.
   They should not be employed and controlled by a number of Departments and organisations.

3. That the co-ordinator should have the authority to appoint ancillary and non-professional staff working in the Centre.
4. All finance associated with the Centre should be channelled through the co-ordinator. This should apply no matter from where the funds are supplied.

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OF SCHOOL AND COMMUNITY FACILITIES IN AUSTRALIA
(in the hands of the Secretariat of the Programme on Educational Building)

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